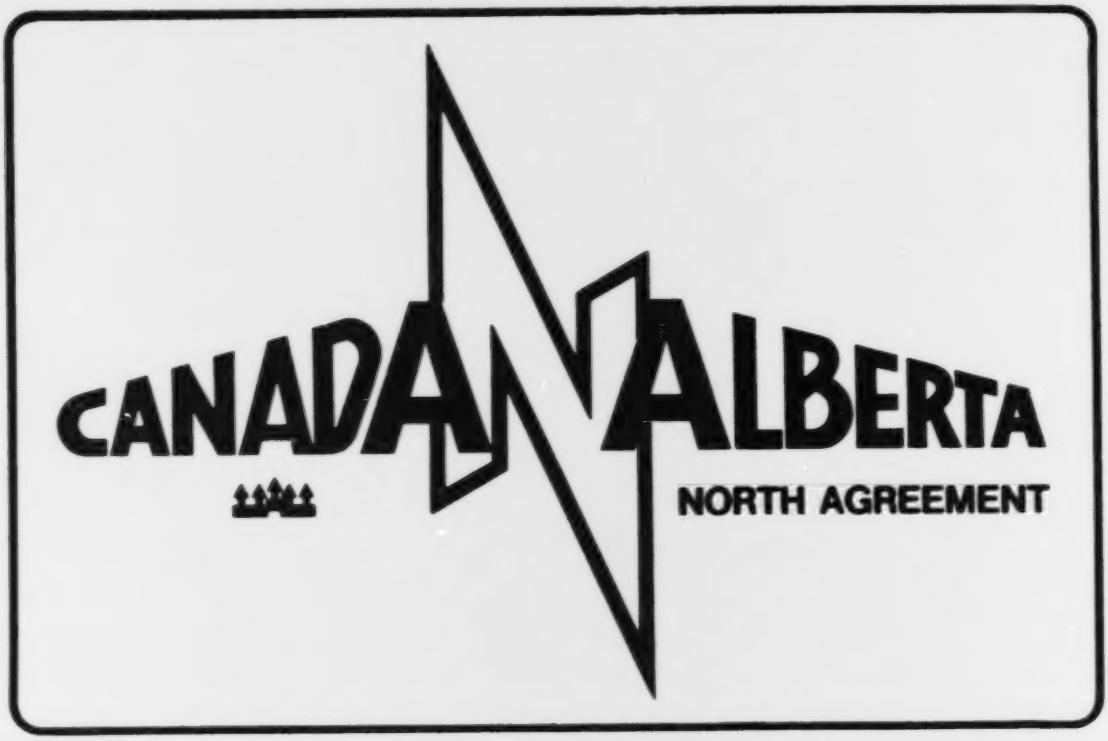

EDUCATION NORTH

EVALUATION PROJECT

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Regional Economic Expansion
Expansion Economique Regionale

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EDUCATION NORTH

EVALUATION PROJECT

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THE EDUCATION NORTH EVALUATION PROJECT

FINAL REPORT

by

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E. J. Ingram

R. G. McIntosh

* * *

PART ONE

INTRODUCTION

CHAPTER I

THE DEVELOPMENT OF EDUCATION NORTH

Education North -- a project aimed at the encouragement of parents, teachers, and other community members in small, isolated northern communities to work together in improving the quality of education for school-aged children -- was initiated by the Government of Alberta in September 1978.

The strategy selected for the project included: (1) encouragement of eligible communities to submit proposals pertinent to Education North objectives; (2) selection of the most appropriate proposals; (3) establishment of local societies; (4) funding of the societies; and (5) the provision of consultative assistance to the societies.

Built into the terms of reference of the Education North project were provisions for the internal evaluation of society activities and an external evaluation of the overall project. In the chapters which follow, the report of this external evaluation is presented.

Background to the Project

Education North represents an attempt to improve the quality of education for students attending schools in remote areas of northern Alberta where alienation from the educational system is suggested by poor school attendance and high drop-out rates, particularly among Native and Metis children. Expressions of disappointment with current school offerings have also appeared in many places. Misunderstanding and lack of support for the schools seems to be associated with limited

involvement and familiarity of local people with the operation of the schools. (Minister's Advisory Committee Report, 1978)

Some Expressions of Need

Various spokesmen for Native groups have discussed this problem and proposed as their solution increased Indian control of Indian education and a more relevant curriculum to meet the needs of Native people. The report of the Task Force on Intercultural Education (1972) surveyed some of the difficulties facing educators in Alberta with respect to cross-cultural education. The report dealt with drop-out and age-grade retention statistics and discussed some programs which had been introduced in attempts to alleviate the problem. The emphasis in programs in various parts of Canada and the United States appears to have been on curriculum reform, parental involvement, Native culture, language development and teacher training. The Worth Report (1972) proposed the delegation of more responsibility to individual school communities through the establishment of school councils throughout Alberta, in both Native and non-Native communities.

The Metis Association (1973) set out a position paper which called for the government to commit itself to a policy on Native education with the following characteristics:

- Course content to reflect the history, present position, and aspirations of the people to whom the courses were directed.
- Local communities to be involved in the representative and responsible government of their schools.
- Pre-school preparation programs with Native "teacher-aides" to bridge the culture gap experienced by Metis children.

- Study facilities and school lunches to be provided in areas of grossly inadequate housing and malnutrition.
- Adult education to accompany and complement child education.
- Technical training programs for adults to be linked with existing and emerging job opportunities.

Other observers have generalized the concerns of Indian and Metis people. For example, Goller writes that the problems of students in remote northern communities appear similar whether the children come from Treaty Indian background, Metis background, or from some other ethnic minority group. Consequently, the task facing educators is cross-cultural in nature and arises from limitations in the suitability of current educational programs for students drawn from remote communities whose background and aspirations differ markedly from the average white, urban child for whom the programs had originally been designed.

Early Attempts to Meet the Need

The Cross-Cultural Education Curriculum Committee

In 1973 Alberta Education made available an annual budget of $50,000 for cross-cultural education which was to be administered through the Curriculum Branch. Dr. Harry Sherk established an ad hoc Cross-Cultural Education Curriculum Committee to advise on distribution of these funds. In May, together with Herb Callihoe (a departmental officer with Native ancestry), Sherk undertook a cross-cultural study tour. This tour included visits to educational projects in

Saskatchewan, Montana, New Mexico and Arizona. Sherk (1979) stated that a major impression gained from this tour was the necessity to involve local communities in projects if they were to be successful. Facilitating the efforts which had arisen from the people themselves and identifying groups which were showing local initiative appeared the most profitable line to follow. Three officers of the Department were designated as cross-cultural consultants at that time: Herb Callihoe, Clayton Allan, and Merv Kowalchuk. Attention was focused on adaptations of the curriculum; proposals were developed to establish local curriculum resource centres which involved participation of local community people.

Work of the Curriculum Group

In the fall of 1973 the Curriculum Branch initiated a Native Curriculum Resources Project, directed by Owen Haythorne, which was to identify educational programs and curriculum resources for Native people. It produced three reports:

- Natives of North America - a selected bibliography of resources for Native studies programs.
- Defeathering the Indian - a handbook on Native studies written by Emma LaRocque.
- Native Curriculum Survey Report - by Owen Haythorne.

A conference held at Red Deer in March 1974 to discuss curriculum decision making in Alberta expressed support for a sharing of responsibility in curriculum development between Alberta Education and local communities. In June 1974, at the third meeting of the ad hoc

Cross-Cultural Education Curriculum Committee, the Chairman (Dr. Harry Sherk) was charged with seeking funding for an experimental, community centred curriculum development project. This proposal met support in principle at several levels but failed to gain funds for a major developmental effort at that time, and the committee was eventually disbanded.

An Initiative is Taken

Sherk and Kowalchuk were appointed as representatives of Alberta Education to work through the Canada Studies Foundation to tackle the problem on an inter-provincial basis. This group met several times without much progress. Early in 1975 a decision was taken within Alberta Education to attempt a project in Alberta alone and to abandon, for the time being, attempts at co-ordinating programs with efforts being made in other provinces. In the meantime, Sherk had moved to the Planning and Research Branch directed by Dr. Bill Duke who gave strong support to the attempt to launch a project in Alberta.

Co-operation with Provincial Departments

A further decision was taken to seek support from other departments of the Alberta government and an ad hoc inter-departmental group was set up to develop a proposal for a project with two themes: curriculum construction and community development. This committee ran into difficulties at first, as members from other departments expressed doubt about the ability of the Education Department to take the community development perspective seriously. Eventually a basis for agreement was

reached after what Sherk (1979) described as some very strong talking by the chairman of the committee. Other activities had been influencing these discussions and we turn now to a brief consideration of these.

Northland Needs Assessment

Parallel with the activities discussed above, a study group under the chairmanship of Dr. W. H. Swift with R. J. Carney and D. Ewasiuk as members had begun work in 1974 to examine the educational needs of the Northland School Division. The Swift Report (1975) helped to establish a receptive climate for the project which was eventually to become known as Education North. The recommendations presented in the Swift report included the following:

- That the development and use of materials in harmony with the children's environment be encouraged.
- That local residents be involved in school programs when they have knowledge or skills they can contribute.
- That the Department of Education take the initiative in the establishment of some sort of curriculum centre or agency having as its purpose the development of curriculum materials useful not only in Northland but in other jurisdictions having considerable numbers of native pupils.

Specific Planning Commences

In February 1975 the Project North Task Force headed by Fred Dumont began its work. This one-man task force was one of a number of initiatives undertaken by various departments of the Alberta government directed at improving social and economic conditions in northern Alberta (which was defined as the area north of the Yellowhead Highway.) The Northern Development Branch, the executive arm of the Northern Alberta

Development Council (NADC), negotiated the funding of these various initiatives with the federal Department of Regional Economic Expansion (DREE). The responsibility for implementation of this agreement (Canada/Alberta North) and the co-ordination of measures taken by departments of the Alberta government rested with the NADC and its executive branch.

The Project North Task Force published its report, An Assessment of the Educational Needs of Northern Albertans, in November 1976. Even before the release of this report, however, work was underway to address one of the recommendations which it proposed.

In January 1976 Fred Dumont had held discussions with officers of the Northland School Division and these were followed by discussions with representatives of Alberta Education, the Northern Development Branch, the Native Secretariat, and the Department of Advanced Education and Manpower. Support in principle was expressed by these groups for an educational project, and a similar indication of support in principle was received from representatives of the federal Department of Indian Affairs and Northern Development.

In February 1976 the Department of Education sought to establish the extent to which local groups could legally be given responsibility for self management, including dispersal of governmental funds. A proposal was prepared for the establishment of a curriculum and support personnel resource centre with community representatives involved in its management. The committee which developed the first proposal had as its members Sherk, Van Dyke, Szumlas, Zahary, and Kozakewich.

A Title for the Project

In March 1976 the title Education North was proposed and adopted by the ad hoc inter-departmental committee. The concept had widened by then to include a greater emphasis on community development. At a meeting with Mr. Bob Bogle, Minister without portfolio with responsibility for Indian affairs, the Minister stressed the need for involving Native people in the project and on any planning committee. The Minister of Education drew the attention of the inter-departmental committee to the curriculum needs of northern schools as outlined in the Swift and Dumont reports.

At the April 6th meeting of the ad hoc planning committee the role of project coordinator was discussed. The Department of Education wanted to ensure that he would be appointed by the Department and not subject to approval by the proposed advisory committee. Also in April, the Department sought names of people from community groups to add to the project steering committee on an advisory basis.

Detailed Proposals Formulated

In May 1976 a detailed proposal for the Education North Project was produced. It recommended an immediate start on Phase I of the project which was to be a planning phase, and an April 1977 commencement date for Phase II which was to be a four-year implementation stage. Early drafts of the proposal called for a support staff consisting of a coordinator and three consultants, two of whom would be specialists in curriculum and one in community relations.

Ministerial Agreement

On 3 June 1976 the Minister of Education agreed to seek cabinet approval for the project and by 13 June 1976 expressions of support had been obtained from the Northern Development Branch, the Native Secretariat, and the Department of Advanced Education and Manpower, in addition to the federal departments -- the Department of Regional Economic Expansion and the Department of Indian Affairs and Northern Development. The Department of Advanced Education and Manpower insisted that the project have genuine community involvement and include a firm proposal about evaluation.

The Minister's Advisory Committee

By early 1977 the steering committee planning the project had been given a title, the Minister's Advisory Committee for Education North, although it was not officially constituted as such until 15 November, 1977. Its first meeting was held early in the year and brought together four representatives of government departments and six "community" members. In May 1978 the membership of the Committee was as follows:

Dr. Harry Sherk (chairman) - Alberta Education, Edmonton

Mr. George Auger - northern Alberta representative, Wabasca

Mr. Bud Bewell - Northern Development Branch, Edmonton

Mrs. Thelma Chalifoux - northern Alberta representative, Slave Lake

Mr. Lloyd Deutscher - northern Alberta representative, Lac La Biche

Mr. Ike Lawrence - northern Alberta representative, High Prairie

Mr. Cal Lee - Native Secretariat, Edmonton

Mr. Dan Maloney - Alberta Advanced Education and Manpower, Edmonton

Mrs. E. Reid - northern Alberta representative, High Level

Mrs. Leona Willier - northern Alberta representative, Grouard.

There has been some change of membership over time but the representative nature has been preserved. Six of the members are named at large, on the basis of their knowledge of northern Alberta communities. The other four members represent government departments or agencies: the Northern Development Branch of Alberta Business Development and Tourism, Alberta Native Secretariat, Alberta Advanced Education and Manpower, and Alberta Education.

Operations of the Committee

The Chairman, Dr. Sherk, is a staff member of the Planning and Research Branch of Alberta Education. Administrative responsibility for implementation of the project has been assigned to this branch and the coordinator of the project is an employee of the branch. The Advisory Committee is responsible formally to the Minister through the Planning and Research Branch of Alberta Education. Decisions made by the Committee are to take the form of recommendations to the Minister for action.

All members are ministerial appointees. The representatives of government agencies are nominated by those agencies. The basis for selection of the remaining six is as follows: people in local areas are asked to submit lists of names of likely candidates. The main avenue of approach has been through the schools in target areas.

In a 1979 interview, the director of the Planning and Research Branch, Dr. Mel Fenske, noted some reservations about the administrative arrangements in which the Minister's Advisory Committee is embedded; he noted, in particular, that the Committee is advisory to the Minister but serviced by, and dependent for implementation on, a branch of the Department.

Terms of Reference (Phase I)

The terms of reference of the Committee during Phase I, as approved by the Minister on November 2, 1977 and reported by the Minister's Advisory Committee in May 1978, were as follows:

The Advisory Committee shall attend to the following matters:

1) development of a rationale to provide the basis for the recommended action plan for Phase II,

2) implementation of an evaluation plan for the project,

3) recommend budget allocations for the project . . . ,

4) serve as an advisory body to the project director and meet as is necessary to receive progress reports from him,

5) recommend proposed strategies to be used in the drafting of plans for Phase II,

6) submission of the recommended action with respect to Phase II.

The Advisory Committee should identify and formulate recommendations with respect to the:

1) scope and emphasis of the services to be provided during Phase II,

2) strategies to be used to gain local involvement and cooperation,

3) priorities among various developmental activities that may be proposed,

4) budget allocations proposed for Phase II,

5) evaluation plans for both Phase I and Phase II.

Detailed Planning Begins

A Coordinator Appointed

On July 7, 1977 advertisements were placed for a permanent coordinator. The advertisement specified a seven-month term from October 1, 1977 with the possibility of an extension of four to five years if Phase II was implemented. Delays in appointment occurred and Dumont continued as acting coordinator in addition to performing other duties within the Department. He was finally appointed coordinator effective August 1, 1978 but the assistant coordinator, Janice Dean, was not appointed until July 1979. Dumont by then had decided to resign and he was replaced on an acting basis by Lalta Kunjbehari, an administrative intern in the Department who served as acting coordinator from August 1979 until January 1980 when Dr. David Young was appointed to the position. The duties of the coordinator included:

1) Planning, organization, co-ordination, and management of Education North.

2) Organization and control of the Project office.

3) Carrying out assignments from the Planning and Research Branch on departmental projects related to the provisions of the Canada-Alberta subsidiary agreement on Alberta North.

Proposals for Organization and Estimates of Cost

November 1977 saw the production of detailed proposals including cost and suggested organizational charts. Official approval to proceed with the Education North Project was signed by the Minister of Education on December 22, 1977. Phase I was now officially launched although much ground work had already been done. The Project was titled "Education North: A Human Resources Development Project" and was jointly funded by the province of Alberta through the Department of Education and the federal government of Canada through DREE.

Concurrently, plans had been proceeding with respect to the wide reaching Alberta North Agreement between the governments of Canada and Alberta. This was signed on February 8, 1978 at Fort Vermilion.

During 1978, guidelines for implementing the scheme were developed and preliminary contacts were established in target areas. Phase II was launched on August 1, 1978 for a four-year period with a proposed funding of $350,000 per year plus incremental adjustments to preserve the level of programming at 1978 rates. Finally, in the autumn of 1978 timelines and guidelines were ready together with suggested criteria for guiding the selection of proposals. The time had come to contact the communities at large.

Approaching the Communities

The flow of information to the communities was by way of the school systems through community contacts by the Education North staff. A pre-condition for the initiation of activity in any area was the

willingness of the school district, as expressed by board resolution, to participate in a project. To qualify as a target area the community and school system were required to meet the following criteria:

Criteria for Target Areas

1) The school system delivers services to communities located within the boundaries of the Northern Alberta Development Council target area.

2) The school system delivers services to geographically dispersed communities remote from its central office.

3) The school system personnel demonstrate the capability to deliver innovative types of programs and are willing to work with other agencies to effect change.

4) The school system board demonstrates a willingness to develop policy and help to implement programs for involvement of community people in operating the local school.

5) The school system delivers services in a community that does not have autonomous local municipal government.

6) The school system is operating a school in a community where considerable numbers of students come from homes with a low socio-economic base.

7) The school system is operating in a community where a considerable number of the people belong to an identifiable ethnic or cultural group.

8) The school system delivers services to a community where provincial government agencies co-operate with local voluntary groups in developing and implementing social programs.

Other Criteria To Be Met

1) The community is located within the boundaries of the selected target areas.

2) The community has an operating school.

3) The community has a relatively low socio-economic base.

4) A considerable number of people in the community identify with a specific ethnic or cultural group, e.g., Indian, French, Ukrainian, German ancestry.

The Basis for Selection

1) At least one project from each of four geographic areas.

2) The potential for many people to benefit directly from the project.

3) The degree to which the project satisfies the purposes of Education North.

4) The degree to which the project could be implemented elsewhere.

5) All other factors being equal, projects serving more isolated communities with special needs would be given preference.

6) The likelihood that the project can be managed by a group proposing the project within the time and budget available and will result in a published report.

Guidelines Distributed

An initial set of guidelines was circulated to target areas late in 1978. These emphasized that the main aim of the project was process parity, i.e., to establish a process of community involvement in which the voices of layperson and professional were of comparable influence. The objective was to involve the community in activities centred on the school in order to stimulate interest in education. Consequently, the actual product of a project was stated to be of lesser importance than the process of involvement of the community persons in planning.

Further planning guidelines were approved by the advisory committee on 8 December 1978 and circulated to community groups.

Revision of Terms of Reference

The terms of reference of the Minister's Advisory Committee to supervise Phase II of the project were developed in December 1978 and were as follows:

General Statement

The role of the Minister's Advisory Committee for Education North will be to advise the Minister of Education on all matters related to the implementation, administration and evaluation of Education North, a project with the major aim of increasing the participation of people in decisions about certain aspects of their children's education at the community level.

Specific Terms

The Minister's Advisory Committee shall function as a steering committee for the Education North Project, with responsibility for overseeing the planning, organization and co-ordination essential to the execution of the Education North Phase II action plans. In fulfilling this mandate the Committee's responsibilities will include the following:

- develop guidelines for use in carrying out and evaluating local projects,
- recommend approval of legal agreements with local project authorities,
- develop criteria for identification and selection of project communities,
- establish procedures to facilitate the development of proposals for funding from all pre-determined target areas which involve all parties concerned,
- review the preliminary funding proposals made by the various target communities and make decisions regarding which communities will be invited to prepare and submit detailed funding proposals,
- formulate recommendations to the Minister with respect to:
    - selection of communities for a project, based on the criteria developed,

  - proposed budget allocations for each project for each year,
  - the appointment of an external evaluator,
  - termination of funding for any specific project,
- ensure that the Minister of Education is kept well informed as to progress and, where appropriate, recommend public information releases,
- ensure that the Minister of Education is provided with the necessary periodic progress and financial reporting, and that the project designs and budgets are being adhered to as closely as possible,
- ensure the preparation of a final report on Education North which incorporates data, appropriate statistical treatment, and evaluation findings of projects which were implemented.

The Purposes of Education North

A May 1978 Education North report to the Minister's Advisory Committee outlined general and specific purposes for the Education North Project.

General Purposes

The overall objective of the Education North project is to effect an improvement of the educational service in northern communities through increased participation of the local community and its residents in various processes of education delivery.

Specific Purposes

The above statement of purpose clearly implies that a great deal of emphasis must be placed on the process of getting local people involved in a meaningful way to ensure the development of the necessary skills, so people can participate. Within this framework and the provisions of The School Act, the Education North project expects to attain its overall objective by striving to achieve the following specific goals:

1) The development of increased parental support and community commitment to schooling by direct, active involvement in the local school's operation.

2) The re-designing of aspects of curricula content, if required, subject to prior approval of Alberta Education.

3) The identification, collection, development, production and dissemination of localized educational materials.

4) The development of an improved program of orientation of teachers to northern people with the view to improving teacher retention, community relations skills and classroom performance.

5) The implementation of a program to encourage long term participation by adults in community education activities.

Anticipated Benefits

In addition, the report anticipated benefits which might flow from the implementation of the project.

> The anticipated benefits of the Education North project are implied in its general and specific objectives. Three publics are expected to be served concurrently: (a) the child in the classroom, (b) the adult in the community, and (c) the professional educator. Hence the end product is considered to be multidimensional. For example, several dimensions of the end product involve growth in adults while participating in activities aimed at improving a specific aspect of the school's operation. These are:

1. Improvement in decision-making capabilities.
2. Development of an increased awareness of and support for what goes on in the classroom.
3. Improvement in skills of adults within the community to assume advisory responsibilities to educational and other agencies delivering services to the area.
4. Development of necessary skills in adults to allow for active and meaningful involvement in the instructional process as para-professionals.
5. Development of an increased number of positive identification models for children in the community.
6. Development of a more positive relationship between the professional educator and members of the community.

Other dimensions of the expected end products of the project relate to improving service to the child in the classroom. These are:

1. Improving the relationship between the school and the community.
2. Making education, curriculum and instruction more relevant to the needs and life styles of northern Albertans.
3. Improving community commitment to education.
4. Promoting growth in parental support for what goes on in the classroom, thus enhancing the credibility of the school system.
5. Improving continuity of instructional and ancillary staff services to northern Alberta.
6. Improving the school's holding power on students.
7. Improving student achievement and self image.
8. Improving teacher perception of community goals and objectives.

In December 1978 plans were made to arrange for evaluation of the project by an outside group. The Planning and Research Branch of Alberta Education, in early 1979, called for tenders from interested persons. One such plan was submitted by E. J. Ingram and R. G. McIntosh of the Department of Educational Administration, University of Alberta in July 1979. This proposal was accepted by the Advisory Committee and although a formal contract was not completed between the University of Alberta and the government of Alberta until January 1980, preliminary work on the evaluation began in September 1979.

Towards Implementation

Meanwhile during 1979 work proceeded on contacting local groups and formalizing agreements. The organization of a formal society in local communities to manage the affairs of the project seems to have been a major stumbling block. Formal registration as a society was a pre-condition of the release of funds from Alberta Education. This procedure had been recommended by the Minister's Advisory Committee in its report of 17 May 1978:

> . . . the local project association be registered as a society under the provisions of the Societies Act of Alberta to allow the local association to be a paying authority for the project.
>
> . . . the funds appropriated to Education North local community projects be paid to the local project associations following procedures acceptable to the Minister.

It was envisaged that the organization of the project at the community level would involve local project teams responsible to the local society. The intention in making use of local societies was to encourage maximum executive initiatives at the local level. As it turned out, however, the development of strong local initiative was hampered in the early stages by delays resulting from the formalities of registration as a society.

The release of funds to local associations attempting to complete the formalities for registration as societies posed a second major problem. The Minister's Advisory Committee had agreed on 22 March 1979 that the Education North office would provide front end money, up to $3,000, to communities which had been given approval in principle to proceed with further proposal development.

The control of the funds, however, was through the Planning and Research Branch which took the view that funds could not be released until a formal society had been formed. This occasioned difficulty and misunderstanding in the communities.

In Part Two we examine the development of these local societies.

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CHAPTER II

THE EVALUATION PROCESS

Alberta Education entered into a contract with the University of Alberta to carry out an external evaluation of the Education North project. The contract provided that the University of Alberta:

a. provide consultation to the local societies with respect to the evaluation of their activities and outcomes;

b. monitor in an ongoing way the processes of Education North, both locally and centrally, and evaluate the project in terms of its explicit and implicit goals and objectives; and

c. prepare a handbook at the conclusion of the project, based on the findings of the evaluation and other relevant literature, which could be used by educators and other community development workers seeking effective ways of working in settings similar to those of concern in the Education North project.

The team responsible for conducting the evaluation consisted of Drs. Ernie Ingram and Gordon McIntosh. Frank Peters served as project administrator. During the 1979-80 project year, this team was assisted by nine graduate students -- Myrna Andruko, Hank Boer, Josephine Larsback, Milton March, Sanan Prachongchit, Otto Stickel, Nati Tanyag, Lalta Kunjbehari, and Hal Thiessen. Six graduate students assisted during the 1980-81 project year -- Bev Cook, Lalta Kunjbehari, John Ovens, Dan Russell, Don Woloshyn and Janice Zielinski. Three graduate students -- René Anctil, Robert Grainger, and Gerry Willms worked with the evaluation team during the 1981-82 project year.

A Steering Committee consisting of Ray LaFleur (Chairman), Dr. David Carter, Ike Lawrence, Madge McRee and Dr. Harry Sherk was appointed by the Minister to advise the evaluation team and monitor its work.

Because of the nature of the project the evaluation team also developed close linkages with the Minister's Advisory Committee, the Project staff and local society leaders.

Design of the Evaluation

There are two aspects to the evaluation of Education North -- one concerns the effectiveness of implementing the strategy and the other concerns the impact of the strategy in relation to the objectives it was designed to achieve. Both aspects can best be assessed through a careful examination of project activities and structures and the interrelationships, behaviours and attitudes of the people involved. For this reason, interview, observation and document analysis procedures have formed the core of the data gathering design.

The evaluation was designed to be conducted in five overlapping phases -- (1) Mobilization, (2) Orientation, (3) Design of Procedures and Instruments, (4) Data Collection, Consultation and Data Analysis, and (5) Reporting. During the Mobilization stage the contract was negotiated and executed, the team was formed and preparations were made to undertake the project. An Orientation phase was necessary to acquaint the evaluators with the project and the people and communities involved so that the most appropriate design for conducting the evaluation could

be created. Following the orientation the Procedures and Instruments for conducting the evaluation were designed. Although data were collected from the beginning of the project most of the data gathering activities were undertaken after a design period in which procedures and instruments were developed. The Data Gathering, Consultation and Data Analysis phase constituted the bulk of project activities and was designed to be carried out over the full life of the project. Reporting was also done by various modes and at various times throughout the life of the project. The planned phasing of the project is shown in Figure 1.

The explicit and implicit objectives of Education North were identified through document analysis and interviews with key individuals. The data needed to assess movement toward, or achievement of, these objectives were then determined. Data sources were identified and means for collection were determined. These are all summarized in Table 1.

Evaluation Activities Reported in the First Annual Report

During the period September 1, 1979 to July 15, 1980 orientation activities were undertaken, specific data gathering procedures and instruments were designed, and the first annual report was prepared.

The First Annual Report, presented to the Steering Committee and the Minister's Advisory Committee in August of 1980, contained (1) a history of the development of Education North, (2) a historical case description of each of the societies, (3) an analysis of the stage of development reached by each of the societies, and (4) an identification and analysis of eight major issues which emerged during the project's first year of operation.

TABLE 1

The Data Gathering System

Objectives	Data Needs	Data Sources	Means of Collection
I Monitoring			
1. To monitor the operations of Education North with respect to its structures, functions, activities and relationships.	a) Documents, minutes, letters, etc. related to the development and operation of Education North.	a) Education North files. Relevant files in other offices.	a) Document searches.
	b) The recollections and views of involved individuals.	b) Education North staff, Minister's Advisory Committee, relevant staff from Government departments, leaders from local societies and school systems, etc.	b) Interviews.
	c) Activities of the Project	c) Minister's Advisory Committee, Education North staff.	c) Observations, diaries and interviews.
2. To monitor the operations of the local societies established by Education North with respect to their structures, functions, activities and relationships.	a) Documents, minutes, letters, etc. related to the development and operation of each local project.	a) Education North files and the files of local societies.	a) Document searches.
	b) Recollections and views of involved individuals.	b) Education North staff, members of local societies, Minister's Advisory Committee, etc.	b) Interviews.
	c) Activities of the project.	c) Society meetings, other activities, functions, etc.	c) Observations and interviews.
II Evaluating			
1. To assess the structures, functions, activities, relationships and outcomes of Education North with respect to the explicit and implicit objectives of the project.	a) Objectives of Education North.	a) Data collected for I(1) above as these relate to objectives.	a) Data reports for I(1).
	b) Assessment of the projects of local societies with respect to the objectives established by Education North.	b) Data collected for II(2) below.	b) Reports for II(2) below.
	c) Information on the experiences of similar projects.	c) Libraries and information banks.	c) Library searches.
	d) Information on project operations.	d) Data collected for I(1) above.	d) Data reports for I(1) above.
2. To assess the structures, functions, activities, relationships and outcomes of the projects undertaken by the local societies with respect to the explicit and implicit objectives established for the projects by Education North.	a) Objectives of Education North as they relate to local projects.	a) Data collected for I(1) as they relate to objectives.	a) Data reports for I(1).
	b) Structures, functions, activities and relationships of local projects.	b) Data collected for I(2) above.	b) Data reports for I(2).
	c) Indicators of achievement or movement toward the objectives.	c) (i) Documents and records in community files. (ii) Teachers, adults, project staff, Education North staff.	c) (i) Document searches. (ii) Questionnaires and Interviews.

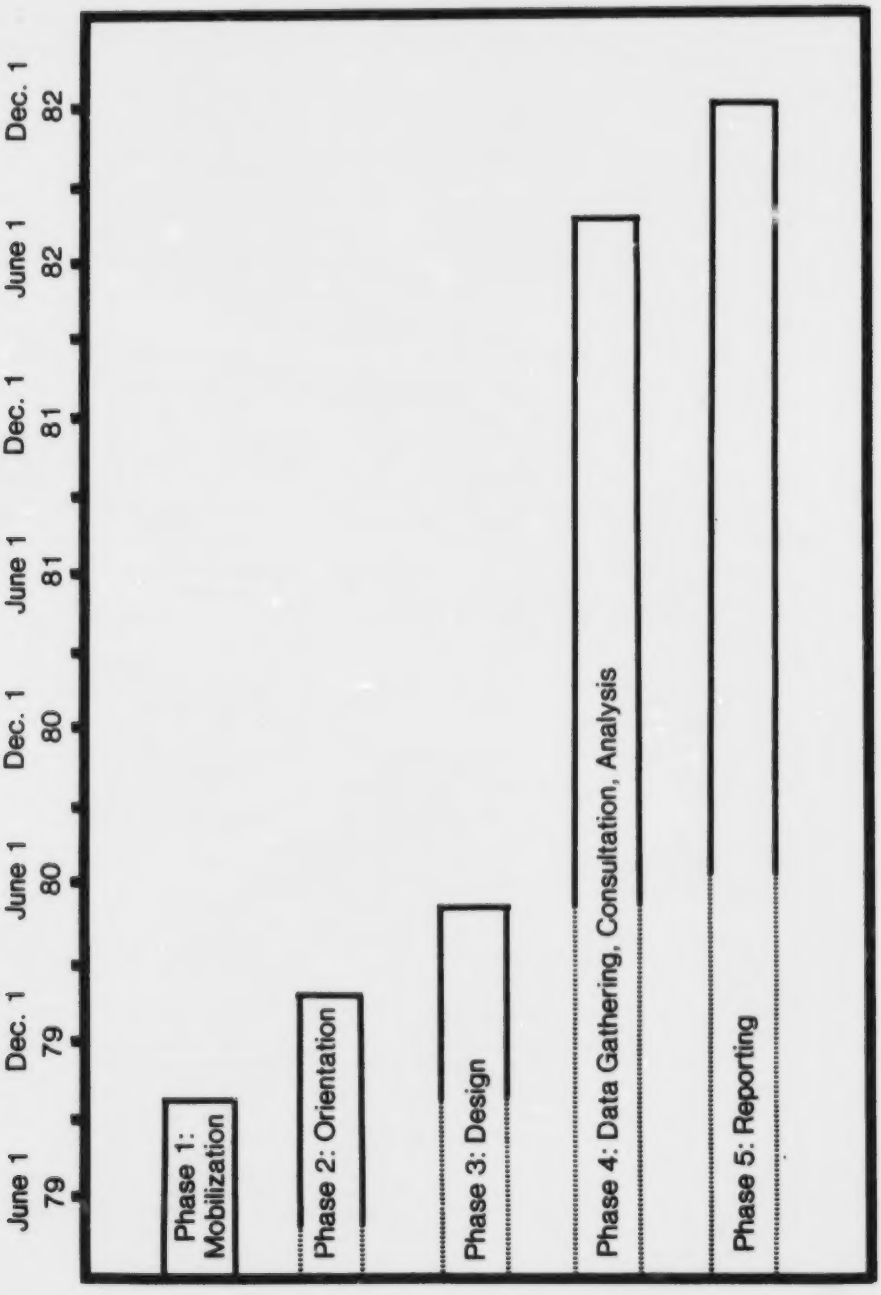
TABLE 1 (cont'd)

The Data Gathering System

Objectives	Data Needs	Data Sources	Means of Collection
II Evaluating (continued)			
3. To assess the impact of the evaluation activities on the operations and outcomes of the projects of local societies and the overall project.	a) Opinions of involved individuals.	a) Project staff, Minister's Advisory Committee, steering committee, local project people, the evaluators.	a) Interviews, questionnaires.
	b) Experiences in similar projects.	b) Literature on evaluation and interventions.	b) Literature searches.
III Consulting			
1. To provide consultative assistance to local societies with respect to the "internal evaluation" of their projects.	a) The objectives, structures, functions, relationships of local projects.	a) Data collected for I(2) above.	a) Data reports for I(2) above.
	b) Opinions, views, plans, resources for local evaluation.	b) Members of local societies, Education North staff.	b) Interviews, observation, documents.
IV Reporting			
1. To provide informal progress reports to each meeting of the Minister's Advisory Committee for Education North.	a) Activities, plans, and outcomes of the evaluation activities relevant for the particular report.	a) Persons involved in the evaluation.	a) Reports, interviews.
2. To provide progress reports and seek advice from the Steering Committee established for Education North.			
3. To provide annual reports and a final report to Alberta Education.			
4. To produce a handbook based on the experiences and findings of the project evaluation, and relevant literature, to assist educators and community development workers to select effective ways of working in similar settings.	a) All data and findings for evaluation objectives I-III.	a) The individuals involved in the evaluation.	a) All reports, interviews.
	b) Experiences in similar projects and opinions concerning programs similar to Education North.	b) Libraries and information banks.	b) Literature searches.

FIGURE 1

PHASING OF THE EVALUATION



Evaluation Activities: July 15, 1980 to July 15, 1981

During the period July 15, 1980 to July 15, 1981, the second round of data collection, data analysis and reporting was carried out.

Analysis of Teacher Questionnaires and Parent Interviews. In May and June of 1980 a questionnaire was given to each teacher in the schools served by Education North societies, and five to seven parents from each school served were interviewed. The analysis of these data was reported in the Second Annual Report. This procedure for collecting and analyzing teachers' and parental opinions was repeated in May of 1982.

Interviews with Education North Officials. The opinions, observations, and concerns of members of the Minister's Advisory Committee and Project staff were obtained through individual interviews and discussions at meetings of the Minister's Advisory Committee. See Appendix A for the type of information sought.

Investigation of Alternative Strategies. A major activity conducted during the second project year was an investigation of alternative strategies to the one adopted for Education North. Five of the graduate students involved in the project worked exclusively on this activity. The literature was reviewed, guest experts were used, papers were prepared, and seminars were conducted on a broad range of alternative strategies. This activity continued during the 1981-82 project year, and will be reported upon fully in the policy handbook prepared as a companion paper to this report.

Preparation of the Second Annual Report

The Second Annual Report was prepared during May and June of 1981. It included:

1. An update of Education North activities and concerns at the provincial level.

2. An analysis of the teacher questionnaire and parent interview data collected in May and June of 1980.

3. An update on the activities and concerns of each society.

4. An assessment of the stage of development each society had reached as of May 31, 1981.

5. An update of the issues identified in the First Annual Report and the identification of new issues.

Activities Conducted from July 15, 1981 to August 30, 1982

The following activities were conducted during the 1981-82 project year:

1. Interviews with people involved in Education North at the provincial level.

2. Visits to local societies and interviews with society leaders, principals and school superintendents.

3. Completion of the investigation into alternative strategies.

4. Updating of project histories.

5. Attending Minister's Advisory Committee and Steering Committee meetings.

6. Undertaking the questionnaire survey of teachers and interviews with a sample of parents from all involved communities.

7. Final assessment of the project in terms of its objectives.

8. Preparation of the final report and policy handbook.

* * *

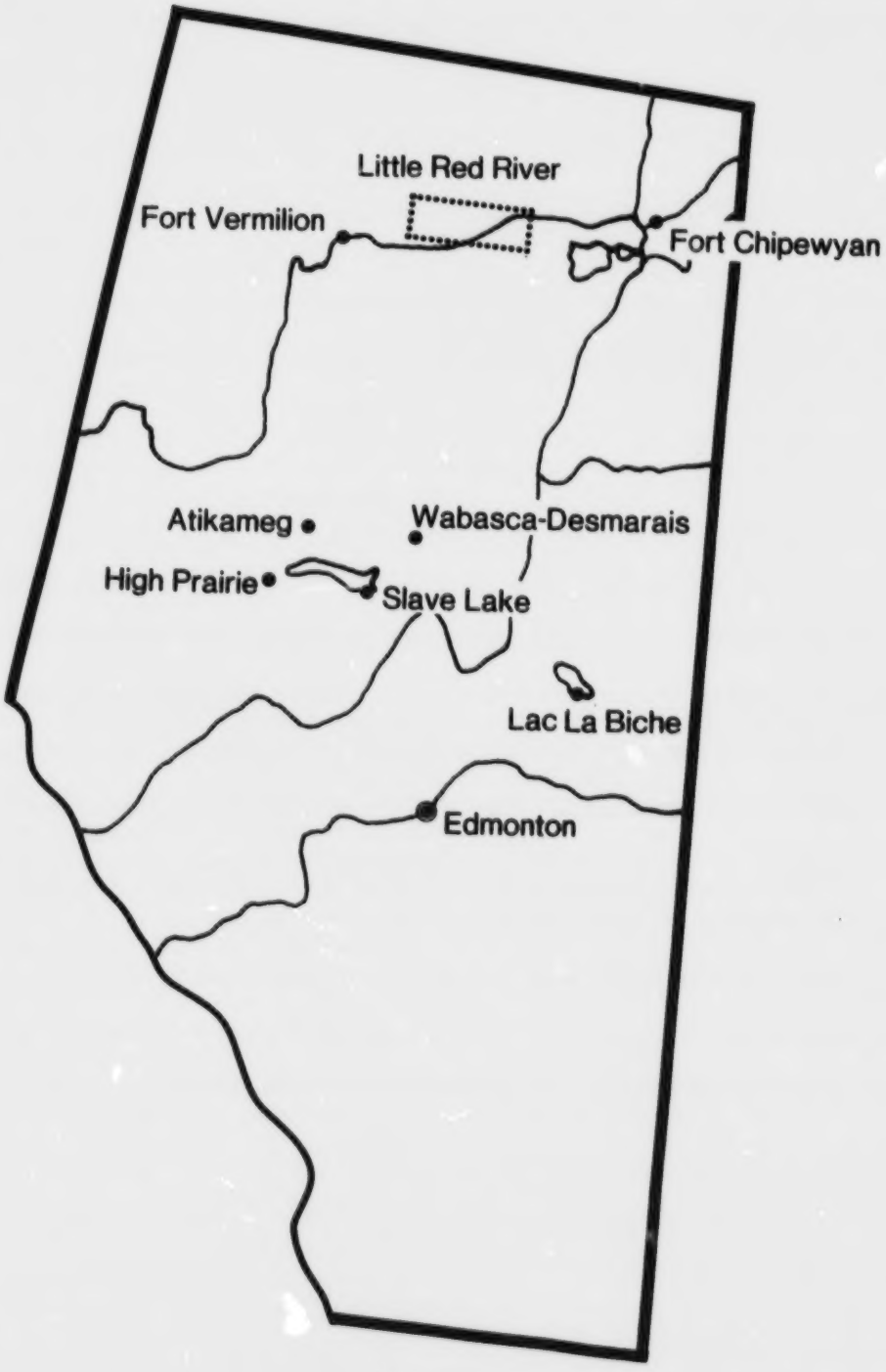
PART TWO

THE CASE STUDIES

There are four sets of actors performing roles and interacting with one another in the administration and operation of Education North: (1) Alberta Education, (2) the Minister's Advisory Committee for Education North, (3) the staff of Education North (the coordinator and assistant coordinator), and (4) the Education North societies. In chapter three the roles of the first three sets of actors are discussed. In chapters four to ten the seven local Education North societies are each considered in some detail. (The locations of these seven societies are shown in Figure 2.) In chapter eleven the development of the societies over the 1978-1982 period is summarized.

FIGURE 2

THE EDUCATION NORTH COMMUNITIES



CHAPTER III

THE PROVINCIAL PERSPECTIVE

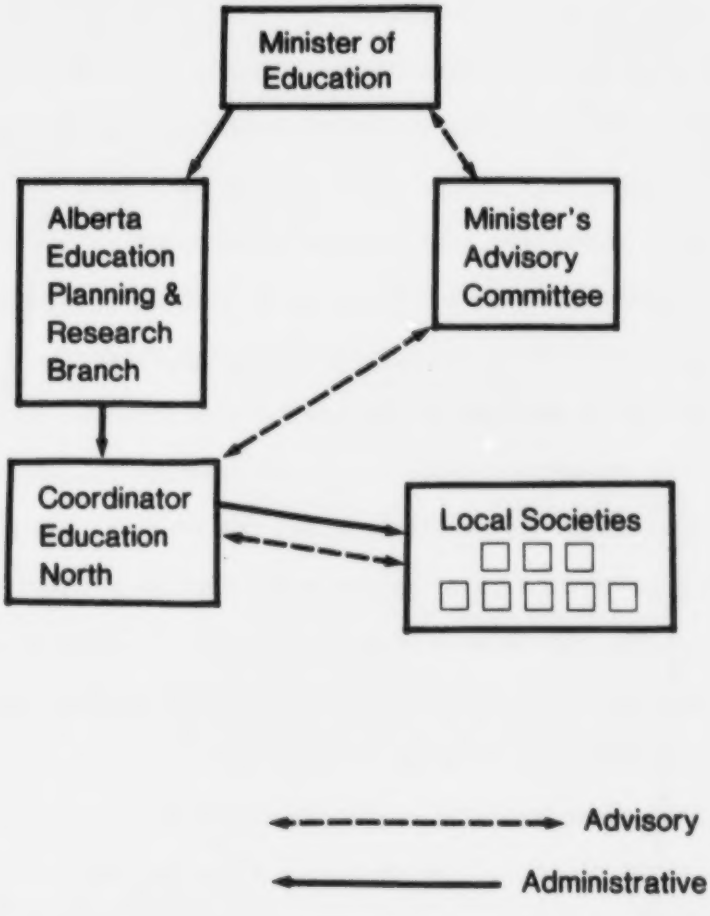
Alberta Education manages Education North through its Planning and Research Branch and an advisory committee established by the Minister. The formal structure of the project is shown in Figure 3.

During its first two years of operation, 1978 to 1980, the provincial actors in Education North were involved in planning, developmental, monitoring and control roles. The Minister's Advisory Committee, which is made up of representatives from the areas being served and the government departments and agencies collaborating in the project, acted as the governing body for the project. The Planning and Research Branch of Alberta Education monitored the project to see that it adhered to the appropriate procedures, gave consultative advice and, in large measure, controlled the financial operations of the societies. The project coordinator acted as the executive officer for the Advisory Committee and, along with the assistant coordinator, served as the provincial field staff for the Education North project.

A significant shift in the activities and concerns of the provincial actors took place during the third year of the project -- 1980-81. The start-up activities of project approval, society formation and the development of operational procedures had been completed, and

Figure 3

THE FORMAL STRUCTURE OF EDUCATION NORTH



the financial control difficulties discussed in the First Annual Report were well on their way to resolution. In general, there was less provincial intervention during the 1980-81 project year and greater attention was given to facilitating society operation.

During the 1981-82 project year, the facilitating pattern established in 1980-81 was continued and improved, and new activities were initiated as a result of the one-year extension approved by the Minister, on the advice of his Advisory Committee, and the need to plan for the future of the project.

The coordinator and assistant coordinator continued to assist societies by attending board meetings, publishing newsletters and handbooks, conducting workshops, providing materials and, in general, providing a wide range of advice and assistance. Troubleshooting activities were also undertaken as necessary; for example, the assistant coordinator played a key role in resolving the financial difficulties in Atikameg and the programming delays and auditing problems in Fort Chipewyan. In addition, the staff of the provincial Education North office were extensively involved with the local societies as they planned for the extended year, and in the formation of projects and new societies in La Crete and Calling Lake.

The Minister's Advisory Committee held five meetings during the project year -- August 25, 1981; November 17, 1981; January 17, 1982; March 11, 1982 and May 27, 1982. In addition to dealing with the regular operations of Education North, the Committee's major activities centered around approving policies and programs for the one-year extension of the

project, considering the future of the project and dealing with various problems faced by the societies: for example, the financial management issue in Atikameg.

The societies, by and large, were pleased with the assistance received from, and the activities of, the Education North office and the Advisory Committee during the 1981-82 project year. The emphasis on service and communication was what most societies needed and received.

In January 1982 the coordinator, Dr. David Young, served notice that he would be resigning as of the end of February to take up a position with the Fort McMurray School District. A new coordinator, René Anctil, was appointed and commenced full-time responsibilities in mid-June 1982. Although minor disruptions resulted from this changeover of staff, these were minimized through the extra efforts of the assistant coordinator and because of the previous experience in the project which the new coordinator brought with him. He had served on the board of the Slave Lake society and, at the time of this appointment, was working with the evaluation team.

Organizational Issues

Two organizational issues were identified in the Second Annual Report: (1) the relationships among the provincial actors, and (2) the role of the Advisory Committee.

The various departments and agencies involved in sponsoring the Education North project have different perspectives as to the purposes and thrust of the project. They also vary in their degree of commitment and involvement. Although this has caused some concern and considerable

debate in the Advisory Committee, it has not seriously affected the operation of the project.

Whether the Advisory Committee is the policy body for the project or merely an advisory group to the Minister has not been completely resolved. Although the Committee has played both roles from time to time this ambivalence has not seriously affected the operation of Education North.

Although the project does not seem to have been seriously affected by the concerns identified by these organizational isues, ambiguities remain which must be addressed in the design of successor programs to Education North.

* * *

CHAPTER IV

THE ATIKAMEG KESKINAHAMAGIWIN EDUCATION NORTH SOCIETY

Overview

The three-year chronicle of the Atikameg Keskinahamagiwin Education North Society is marked by a number of setbacks including a severe conflict within the school staff (in year I), rapid turnover of persons in the Society's leadership offices (year II), and a four-month suspension of operations while an investigation of financial irregularities in the Society was conducted by provincial authorities (year III). As a result of the above the Society's attempts to implement a program have been erratic and piecemeal. Nevertheless, the Society has continued to operate and, at the end of the project year, spokesmen for the Society, taking note of a newly elected board more broadly representative of the various family groups in the community, were optimistic that the Education North program could make a useful contribution to the community.

Atikameg is one of the more remote communities in the Education North project. It is located on a gravelled secondary road approximately 100 kilometers northeast of High Prairie and 500 kilometers northwest of Edmonton. The regional population of fewer than one thousand persons is made up almost exclusively of status Indian and Metis people. Employment

opportunities are very limited; unemployment is a fact of life for most of the adult population; and alcoholism, vandalism, and violent crime are matters of intense concern to community members. In common with residents of other remote communities in northern Alberta, the people of Atikameg have experienced great difficulty in defining goals towards which to work in shared community undertakings.

There is one school in the community, under the administration of Northland School Division, which offers instruction up to and including the junior high school level. Rapid staff turnover has been a problem at the school in recent years.

The Initiation of the Atikameg Education North Project

The Atikameg project was the last to be initiated by the provincial Education North office. Although steps had been taken by Fred Dumont, the first Education North provincial coordinator, to encourage a project in the Atikameg region, his initiative had lapsed and so the beginnings of the Atikameg story can be traced to a September 1979 visit by Janice Dean, the assistant coordinator in the provincial office, to the schools in this region.

After school opening in the autumn, Mrs. Dean visited the principals at Gift Lake, Atikameg, and Red Earth, all of whom were newly appointed, to stimulate interest in the Education North project. Of the three principals, the most enthusiastic at the outset was Carl Christiansen at Gift Lake. He worked with Charlie L'Hirondelle (who was later appointed to the Minister's Advisory Committee for Education North) to organize a community meeting at which the Education North idea

could be tested. Some interest was shown at the meeting. A subcommittee of parents was appointed to write a proposal but nothing materialized from this initial display of interest. Mr. Christiansen concluded that there was not enough community support to proceed.

The principal at Red Earth reported that he did not have sufficient time to pursue the project himself; he would raise the question with the school's Parent-Teacher Association. There was no further communication from Red Earth.

Lloyd Muir, the principal at Atikameg, was also new to the area. After discussing the idea with Tommy Oar, the president of the Parent-Teacher Association, Muir organized a community meeting by sending notes home with the school children. About fifteen people, including both parents and teachers, responded to the invitation, expressed interest in Education North when the project idea was presented to them by Janice Dean, and appointed a committee to prepare a proposal for submission to the Minister's Advisory Committee.

Lloyd Muir, Irene Nahachick (a school aide), Dan Cushing (a teacher), Tommy Oar, and Marina Thunder (a teacher's aide) worked with Mrs. Dean to prepare the proposal which, in the late autumn, was approved in principle by the Minister's Advisory Committee.

At a community meeting in January, with some 15-20 people in attendance, the officers of the Society were elected: Stan Dodman - president, Dan Laboucan - vice president, Penny Poitras - secretary, Rick Poitras, Mabel and Russell Grey, and Marina Thunder.

The Society set to work on registering with the Societies Branch and preparing a detailed statement of its proposed program in anticipation of funding and active program operations. Registration procedures and the program proposal were successfully completed by spring.

The Society in June 1980

A staff crisis in the Atikameg school just before Easter 1980 effectively put an end to program implementation efforts during the 1979-1980 school year. Staff relations in the school had become increasingly strained throughout the autumn and winter. A specific event triggered an open confrontation within the staff, into which the community was drawn when a group of teachers sought community support.

The results of the staff crisis were several: a number of teachers would not be returning to Atikameg in the autumn, including Stan Dodman, Rick Poitras, and Dan Cushing. As a result of their departure the Education North Society was badly hurt. As an overall result of the crisis, community relations deteriorated badly.

Not only were three members of the Society's board lost as a result of the incident in the school, but for unrelated reasons Dan Laboucan had become inactive in the Society and Marina Thunder let it be known that she would be leaving the community. On top of these losses, the principal of Atikameg School, Lloyd Muir, decided to take a teaching position elsewhere.

An attempt was made to fill the vacancies on the board at a community meeting scheduled for May 8, 1980 but only Stan Dodman, Rick and Penny Poitras, and Janice Dean appeared.

Marina Thunder then attempted to secure replacements for the board by door-to-door visitation. Despite these efforts, the Society had not been revitalized as the 1979-1980 school year ended. The officers of the Society had not been appointed, the coordinator's position remained unfilled, and the first steps towards program implementation had not yet been taken.

The proposed program was to be focused on organized after-school recreational activities for students, such as Cubs and Scouts, which in the words of Stan Dodman were "desperately needed" in the community.

Significant Events, 1980-1981

Throughout the summer of 1980 the Atikameg Education North Society remained inactive. The Society had no Board and without a Board a local coordinator could not be appointed. Towards the end of August, however, a community meeting was organized at the initiative of Marina Thunder and a new executive was appointed: Pearl Auger - president, Marina Thunder - vice president (serving on a temporary basis because she was still planning to leave the community in the autumn), Anna Grey - secretary-treasurer, Mabel Grey, and Irene Nahachick.

At this meeting, the new executive decided to organize a potluck supper in mid-September to welcome the teachers. Anna Grey was appointed as the interim coordinator and was asked to organize the supper.

After school had opened in early September, Anna Grey approached Jack Sullivan, the principal of the Atikameg School (who had just taken on the principalship following the resignation of the original appointee

a few days after school opening), regarding teacher representation on the Education North Board. In response to this request, the names of Dermod Madden, George Rideout, and Jack Sullivan were brought to the Board, with the proviso that they not be asked to assume executive responsibilities. On this basis, the three teachers were confirmed as Board members.

An Education North office for the Atikameg project had yet to be established when Anna Grey took on the role of interim coordinator. This she proceeded to do, making use of space available in the Band Council building. In September, applications for the position of coordinator with the Atikameg Education North Society were invited. Only one application was received, and that from Anna Grey. Before month's end she was confirmed by the Board as coordinator. But the leadership problems of the Atikameg Education North Society were far from solved.

In mid-October, Pearl Auger resigned as president, giving as her reason that the Auger presence in the Band office was too great, her husband Ivan having been elected as a Band councillor in the last election. About the same time Marina Thunder resigned from the Board because, as she had been planning to do for some time, she was leaving Atikameg for Slave Lake.

Anna Grey conferred with the remaining Board members and at the Board meeting in late October the vacancies were filled. Dan Laboucan, who had been the vice president on the first Atikameg Board (although he had become inactive by the spring of 1980), consented to serve as president. As the school bus driver, Mr. Laboucan was known by the

teachers and they supported his appointment. Violet Laboucan, his wife, and Kathy Thunder were also appointed to the Board at this meeting. Mabel Grey agreed to fill the vacancy in the vice presidency created by Marina Thunder's departure. At this same meeting, the Board adopted the policy that Board members would be paid honoraria of twenty dollars per meeting.

In early November, Anna Grey resigned her appointment as coordinator to begin studies in business administration at Blue Quills School near St. Paul. While applications were sought, the Atikameg Society was without a coordinator for more than a month. As was the case earlier in the autumn only one application was received, this time from Tommy Oar who had assisted in preparing the original proposal for an Atikameg Education North Society one year previously. In December, he began his duties as coordinator.

In mid-January Tommy Oar was elected to the Atikameg Band Council. Pat Yellowknee, Mabel Grey's son, who had lost his position on the Council in this election, appeared at the January meeting of the Atikameg Board and let his interest in the coordinator's position be known. An unsigned note circulated at the meeting which called for Tommy Oar's resignation, on the basis that there were only limited employment opportunities in the community. The Board decided -- in the informal, unstructured style characteristic of its meetings -- that Tommy Oar would stay on as coordinator at least until the end of March to lend some stability to the Society's operations while he assessed the time demands of the Councillor's position. At the same meeting, Linda

Sullivan, the principal's wife, was appointed secretary-treasurer of the Society.

In the last week of January, Tommy Oar resigned as coordinator on the advice of the new chief who had urged that Oar's total attention be devoted to Band affairs. After consultation among the Board members, the Board appointed Pat Yellowknee as coordinator, effective February 5, 1981. For the next six weeks, until the annual meeting on March 26th, there were no changes in the office holders of the Atikameg Education North Society.

At the 1981 annual meeting, attended by sixteen people, the new executive was elected: Mabel Grey - president, Marina Thunder - vice president, Russell Grey, Irene Nahachick, and Pearl Grey. (With the exception of Irene Nahachick, all of the members of the new executive, and the coordinator, were closely related to Mabel Grey.)

It can be seen that because the cards in several key offices had to be re-shuffled several times during the year, the Atikameg Society continued to be unstable in its second year of operations. In review, the changes were as follows:

President: Pearl Auger ------> Dan Laboucan ------> Mabel Grey

Vice President: Marina Thunder ------> Mabel Grey ------> Marina Thunder

Coordinator: Anna Grey ------> Tommy Oar ------ Pat Yellowknee.

The Atikameg Program: 1980-1981

The activities making up the Atikameg Education North Society program in its first full year of operation are summarized in Table 2. The reader will note that with one exception (the Cree language program for

TABLE 2

THE ATIKAMEG PROGRAM

1980-1981

Program Element		Comments
1. Potluck Supper	1.	Organized by Anna Grey when she was serving as acting coordinator, this potluck supper in September served as a welcome from the Atikameg community to the newly arrived teachers. Approximately forty persons, including all the teachers, attended this very successful event. Greetings were brought from Janice Dean, representing Education North; Elsie Bigstone, representing the Lesser Slave Lake Indian Regional Council; and Ivan Auger, representing Atikameg's Whitefish Band.
2. Cree for Teachers	2.	At the October Board meeting, teacher interest in learning the Cree language was expressed. With Mabel Grey as the principal resource person, assisted initially by Ann Anderson, weekly sessions began in October and continued throughout the year. Six teachers were involved initially; three teachers continued until year's end.
3. RCMP Visit	3.	Representatives of the High Prairie detachment of the RCMP visited Atikameg School in January, on the invitation of the Education North Society, where they showed a film, talked with students, and played volleyball against them in the gymnasium. Observers assessed this to be a worthwhile event.
4. The Little Buffalo Child Society Dancers	4.	A visit to Atikameg by the Little Buffalo Child Society Dancers was initiated by Tommy Oar in December and final arrangements were made by Pat Yellowknee for two performances in mid-February: a Saturday afternoon performance for the children and an evening performance for families. All arrangements were well organized; the dancers slept overnight in the school gymnasium and meals were provided by community women. Observers assessed this to be a very successful event. The Dancers returned to Atikameg for a second visit on June 20, 1981.
5. Skating	5.	Four Monday morning expeditions to High Prairie, where the children went skating, were organized during the month of February.
6. First Aid Course	6.	A first aid course for school children was held in March.
7. Planning under way	7.	Planning was initiated for the following projects or activities: (a) building a children's playground, (b) establishing a cub/scout group, and (c) organizing a summer softball program for the younger children.

teachers) the activities were of a short-term nature. Ongoing programs, again with the one exception, had yet to be initiated although programs which would provide after-school activities for children had been discussed in Board meetings.

On a positive note, the Atikameg Education North Society did manage to maintain some momentum over the course of the year, despite the setbacks resulting from the many changes in leadership personnel -- three presidents and three coordinators in seven months.

Significant Events: 1981-1982

Judged against any standard, the 1981-1982 project year was not a success for the Atikameg Education North Society. The early omens had not been propitious. The principal of the school, Jack Sullivan, and his wife Linda, the Society's secretary-treasurer, had returned to Nova Scotia at the end of the 1980-1981 school year. They had each made significant contributions to the Society and their shoes would be hard to fill.

Yvonne Laboucan, an employee of the Community Vocational Centre in Atikameg and the wife of Pat Yellowknee, was appointed as the Society's treasurer. Over the summer, Ms. Laboucan made a "conscientious effort" in the estimation of the provincial Education North staff to learn how to keep the project books. By late autumn, however, it was clear that there were problems in the financial management of the Atikameg project.

Two months passed in early autumn with no financial statements being presented at Board meetings. The secretary-treasurer "forgot" to prepare financial statements and to bring the ledger to the meetings. As

called for by provincial Education North policies, the November cheque to the Society was withheld and the assistant coordinator in the High Prairie office of Education North, Janice Dean, took steps to "straighten out" the books. Irregularities were identified when the Society's books were brought forward for study: unauthorized personal loans and unreceipted purchases, in particular, amounting to approximately twenty-five hundred dollars.

In mid-December Mabel Grey, the president of the Society, was informed by Alberta Education, on recommendation from the High Prairie office of Education North, that funding would be reinstated if by January 15, 1982 these "concerns" had been satisfactorily resolved. If they were not resolved, "it will be necessary to make appropriate recommendations to the Minister." January 15 came and went without the necessary resolution having been achieved, and in a letter dated January 21, 1982, Mabel Grey was informed that Alberta Education was initiating an audit of the Atikameg books.

The Atikameg situation was reported to the March 11, 1982 meeting of the Minister's Advisory Committee for Education North. The discussion was vigorous and came to a clear conclusion: that the purposes of the Education North project were not being served by the suspension of funding to the Atikameg Society. Neither were the financial irregularities to be condoned. A course of action must be found which would reactivate the Society as quickly as possible, and at the same time drive home the point that an acceptable standard of financial management must be achieved by Society officers.

The telling points in this extended debate were, for the most part, made by the "community" representatives on the Minister's Advisory Committee. The points were as follows:

a. Deep concern was expressed about the possible effect on the Atikameg community of "the heavy-handed, legalistic approach" which had been followed in this situation, particularly with respect to the referral of the matter to the Attorney General's Department.

b. It is likely that some members of the Board, especially those most directly involved in the irregularities, do not recognize the seriousness of the situation they have created.

c. "Because of the welfare syndrome, they do not feel it is wrong ... . What has happened in Atikameg has happened many times before in other communities with other programs ... . Here is the way they look at it: 'This is a government cheque. It has been given to us. Therefore, it is ours to spend as we see fit. An Education North cheque is no different from a welfare cheque'."

d. "Our main concern should be to get the Atikameg project back on the rails. Otherwise, we punish the entire community for the misdeeds of one or two."

e. "If any action of a disciplinary kind is to be taken, it should be taken at the community level."

f. Special provisions for financial management may need to be considered for communities such as Atikameg, in order that there be closer monitoring of expenditures.

The force of the community representatives' contentions was reflected clearly in the course of action adopted by the Minister's Advisory Committee. A recommendation would go forward to the Minister calling for reinstatement of the Society, with the proviso that the assistant coordinator in the High Prairie office of Education North be designated as a signing officer.

The wheels turned quickly. In early April Dr. Harry Sherk, the chairman of the Minister's Advisory Committee, met with the Board of the Atikameg Society, and impressed upon them the seriousness with which the Atikameg situation was viewed by the Minister and his advisors. A Board resolution was passed indicating a willingness to comply with the conditions for reinstatement imposed by the Minister's Advisory Committee. Despite the affirmative posture assumed by the Atikameg Board, observers at the meeting were reminded of the view expressed at the March 11 meeting of the Advisory Committee: that community members did not necessarily view the actions which have been described in this report as "irregularities" or "financial mismanagement", as wrongdoing. "The message from the Minister was like water running off a duck's back," reported one participant at this Board meeting.

In late April a new Board was elected to administer the affairs of the Atikameg Education North Society. Mabel Grey was returned as president but there was a major change in the other offices of the Society: all the major family groups in the community were now represented on the Board. The establishment of a more widely representative Board was viewed positively in both school and community. The new Board reappointed Pat Yellowknee as its coordinator but appointed a new secretary-treasurer.

The Atikameg Program: 1981-1982

The activities of the Atikameg Education North Society during the 1981-1982 year can be summarized as follows:

a. Teachers Welcome Weekend: a three-day orientation weekend held at an outdoor camp 60 km north of Atikameg in October, with more

than half of the teachers and approximately 30 community members in attendance. Activities included: bannock-making, teepee-building, moose-calling, and meat-drying. George Rideout made a slide presentation.

b. Cree for Teachers: again offered by Mabel Grey with continuing participation by three teachers throughout the year except for the period during which the Society was suspended.

c. First Aid Course: one day.

d. Cardio-Resuscitation: one-day workshop.

e. Moose Hide Tanning: offered by Mabel Grey with twelve persons participating.

f. Christmas Community Supper: with the teaching staff and "most of the community people" in attendance, numbering some 300 people.

g. Financial support for (a) a school bus trip to Vancouver Island and (b) the purchase of ball equipment and uniforms for use by children in the community.

h. Beading Option: offered to some 25 students in the junior high school grades during the month of June, by Mabel Grey.

i. The Little Buffalo Child Society Dancers: made their third visit to Atikameg under the sponsorship of the Education North Society.

j. The Creative Playground: the playground materials were brought to Atikameg in September where they were placed in storage to await site preparation. Swings and slides had been erected on the site, and a fence completed, by the end of the project year.

Concluding Comments

It is evident that the Atikameg Education North Society has made little progress towards achieving one of its major goals: the provision of after-school and summer activities for the community's children and young people.

There are several factors contributing to this state of affairs. One of these is that the Society was dormant from December through April while the financial irregularities issue was being sorted out. But this was not a fundamental factor. We should look in two directions for the fundamental considerations.

The first of these has to do with the idea of voluntarism. Participants in the Atikameg project report their inability to secure volunteer contributions to the work of the Society. In an area where opportunities for paid employment are so limited, the Society is seen as a vital part of the local economy which offers opportunities to earn money. If this incentive is not offered, there are frequently no takers.

The second fundamental consideration has to do with the coordinator's function in the Society. The need for a clear job description, clearly stated expectations, and systematic performance review is apparent because the work of the Society -- and, in particular, that part of the work one might expect the coordinator to carry out -- is not getting done. The close family ties interwoven into the employee-employer relationship make the Atikameg situation unique. These familial factors have made it difficult for Board members to raise questions about the coordinator's performance.

Despite the problems that have dogged the Atikameg Education North Society, the view persists among those who have worked in, and with, the Society that it has made a positive contribution to school-community relations. Mabel Grey, the president of the Society, describes the state of affairs prevailing in the community prior to the inception of the

Education North project in this way: "Teachers never mingled with the community; teachers never used to communicate with the people".

The Education North idea also seems to enjoy strong support both from the staff of the Atikameg School and from the central office staff of the Northland School Division.

There remain these problems to be solved: (a) adapting the idea of voluntary participation to fit the circumstances of a community which offers little paid employment and which is pervaded by feelings of hopelessness that conditions can be improved; (b) creating the conditions which will enable the local coordinator to become an effective, efficient agent of the Board; and (c) building communication links between the Society, on the one hand, and school and community, on the other, so that the purposes of Education North are clear and the possibilities for involvement in its programs are more widely known.

* * *

CHAPTER V

THE FORT CHIPEWYAN EDUCATION NORTH SOCIETY

Overview

Over its three years of operations the Fort Chipewyan Education North Society has had both setbacks and periods of successful development. It had difficulties in becoming established but once established quickly organized and initiated a program of activities. It had further difficulties finding resource people, in deciding on the management of the program of activities and in finalizing the audit of its financial records. The destruction of the Bishop Piche School by fire caused further delays. However, by the end of the 1981-1982 project year the Society was operating effectively and appeared to have resolved many of its problems.

Background

Fort Chipewyan is an isolated community at the western end of Lake Athabasca, approximately 600 kilometers north of Edmonton. Its only year-round transportation link with the south is by air. However, there is a winter road to Fort Smith and water transportation in the summer to Fort McMurray. Ninety percent of the 1300 residents of Fort Chipewyan are Native Canadians -- Cree, Chipewyan and Metis -- many of whom can trace their ancestry back to the days of the earliest fur traders in the

area, the 1770's. As is common in many northern communities there is a high level of unemployment and underemployment in Fort Chipewyan.

There are two schools serving Fort Chipewyan. The Bishop Piche School, which is operated by the Department of Indian Affairs, offers grades 4-12; the Fort Chipewyan Public School, operated by the Northland School Division, offers grades 1-3. Both schools serve the whole community: non-Natives, and status and non-status Natives alike. A pre-school program is also operated in the community.

Development of the Education North Project: 1979-1981

As was the case in other Education North communities the educational and community leaders in Fort Chipewyan were informed of the project by Education North and school system officials in the spring of 1979 and were invited to participate. A planning committee was established to initiate a local response. The proposal was developed over the summer and was approved in principle by the Minister's Advisory Committee in October of 1979.

The overall objective of the proposed project was consistent with the provincial objective -- namely, to improve the relationship between the school and community by involving the parents in relevant decision making with respect to improving the delivery of educational services in Fort Chipewyan. The program activities were to be specifically designed to utilize local community resources in the development of curriculum material and instructional programs. The focal point of the project was to be the history and heritage of Fort Chipewyan.

The project was delayed for several months because of other interests and concerns in the community which detracted from the support the Indian bands could give the projects. Difficulties associated with the technical ineligibility of the Bishop Piche school to participate also had to be overcome.

In January of 1980 the project was reactivated and the Minister's Advisory Committee reaffirmed its support in February. The support of the Cree band was obtained (the Chipewyan band remaining on the sidelines) and Society officials were elected in March. April, May and June were devoted to establishing an operational structure and a program which could be implemented in September. By the end of June the program was developed and a coordinator, Terry Martin, had been appointed.

Several activities were planned for the 1980-1981 project year. These included:

a. A project to document the flora and fauna of the area in which students with the help of teachers and parents would collect, identify, study and display specimens and pictures of local plants and animals.

b. A project, similar to the one described above, devoted to the study, collection and display of local geological formations.

c. The photographing and documenting of old buildings and the development of an historical display.

d. The teaching of fishing, hunting and related skills and crafts using community members and local resources.

e. The researching, documentation and revival of the historical art/music/dance of the area, utilizing both a community committee and the schools.

f. A project involving teachers and parents in which students would collect, study and display historical artifacts of Fort Chipewyan.

g. The culmination of the overall project was to be the documentation of the way of life of the people in Fort Chipewyan, utilizing information from the other projects together with historical accounts.

Many problems were faced by the Society during the 1980-81 project year: (1) the coordinator did not assume her duties which brought about delays in getting the program operating; (2) difficulties were experienced in getting "mini-coordinators" to head up the various sub-programs; and (3) suitable resource people were difficult to obtain. As a result of these problems, modifications in the original plans were made. Nevertheless, by the end of the 1980-81 project year, three major programs were under way: (1) a photography program designed to collect and develop a display of historical photographs; (2) a project to write the history of Fort Chipewyan; and (3) an outdoor education program, as well as (4) a number of activities involving leatherwork, beadwork and other Native crafts.

By the end of June, 1981 there was some evidence that the Fort Chipewyan Society was moving toward achievement of the objectives of Education North: (1) many adults were involved in the program; (2) most school children were involved; (3) the two schools were collaborating; and (4) opportunities were available for children and adults to work together in understanding their history, their culture and the education program.

Significant Events in the Life of the Society: 1981-1982

Most of the activities planned for the 1981-82 project year were delayed to some extent because of the fire which destroyed the Bishop Piche school and because of the financial difficulties created by the problems the Society experienced in getting its books audited. The absence of an overall coordinator to manage the program and the severity of the winter resulted in further delays in most programs. By the end of the project year, however, all activities were onstream and the Society seemed to be operating effectively.

The 1981-82 Program

In September the society requested approval for four new activities: (1) an in-service workshop for board members; (2) a reading and story-telling project, (3) adult evening classes, and (4) a school fair.

In addition to these activities, the Society continued with its regular program.

1. Arts and Crafts

The teaching of beadwork and leathercrafts in the three schools was probably the most successful of the projects from the point of view of the interest created and the number of students involved.

2. Artifacts of Fort Chipewyan

Parents and students made four bus trips to Fort Smith to view and study early artifacts of Fort Chipewyan which are housed in the Fort Smith museum.

3. The History of Fort Chipewyan

The materials prepared for the writing of the history were destroyed in the Bishop Piche fire; therefore, the 1981-82 project year was spent in preparing a new set of notes and materials.

4. Music and Drama

A Cree language course was planned. Plans were also made to bring in the Hobbema Hoop Dancers.

5. Photography

The photography project was successfully completed. Over 100 pictures were displayed. Of these, 15 were enlarged, framed and displayed in various community buildings throughout Fort Chipewyan, e.g., the new senior citizens' lodge, the nursing station, the post office, the Band offices, and the schools.

6. Outdoor Education

Very little was done on this project until near the end of the project year because of the late start in the program, problems over capital expenditure, and severe weather conditions.

Concluding Comments

The Fort Chipewyan Education North Society had difficulties this past year, as it did in earlier years, in finding suitable and willing leadership and resource people. As a result delays were experienced and modifications had to be made in the program. There are still some internal disagreements and minor conflicts within the board and between

factions within the community, but these do not seem to be as intense as they were during the initial year. The program of activities does not seem to be seriously affected by these problems.

During the life of the project, and partially as a result of Education North, the cooperation between the two schools has improved significantly, as has the support given Education North by both schools.

In spite of the difficulties experienced by the Society, there is considerable evidence to support the conclusion that the Fort Chipewyan Society has advanced toward the objectives established for Education North:

a. Many adults are actively involved in the Education North program.

b. Practically all school children are active participants in more than one Education North activity.

c. Opportunities are available for parents, students and teachers to work together on projects designed to increase awareness and knowledge of the community and its traditions and to relate the school program to the community.

d. The two schools are collaborating and both school staffs support the Education North concept and programs.

* * *

CHAPTER VI

THE FORT VERMILION EDUCATION NORTH SOCIETY

Overview

After an uncertain initial year in 1979-1980, during which little progress was made toward the implementation of their proposed program, the past two years have been much more productive for the Fort Vermilion Education North Society. An option program has been developed and implemented in the community's two schools, and although there have been problems, the program has operated for two years, and at the end of our reporting period in June 1982, it enjoyed the support of both school personnel and community members.

Background

The hamlet of Fort Vermilion is located on the south bank of the Peace River approximately 800 kilometers north of Edmonton by road and 70 kilometers east of High Level (which has daily jet air service from Edmonton). As recently as 1975, a ferry and ice bridge crossing of the Peace River were necessary for vehicular traffic to reach Fort Vermilion from High Level on the Mackenzie Highway. An all-weather road, paved for one-half the distance, now provides access to the community from High Level.

Recent population figures show 800 residents, almost equally divided in ancestry between Native and non-Native. Few status Indian families reside in the community; most make their homes on the nearby reserves (Fox Lake, North and South Tallcree, and John d'Or Prairie). The Native Indians residing in the hamlet tend to be Metis rather than status Indian. For the most part, these people live in the Alberta Housing prefabricated complex on the eastern outskirts of the hamlet.

Two schools take part in the Fort Vermilion Education North project: the Fort Vermilion Public School which offers Grades I to XI to approximately 160 students and the St. Mary's Separate School which offers kindergarten to Grade IX to approximately 120 students.

The Society in June 1980

As a basis for understanding the status of the Fort Vermilion Education North Society in June, 1980, the proposals developed during the 1978-1979 school year for what the Society referred to as its "Multi-Cultural Heritage Project" will first be reviewed briefly. The Society proposed to undertake the following:

1. The development and publication of a history of the Fort Vermilion Community suitable for use by community persons, teachers and students... .

2. The design and implementation by community persons and teachers of localized instructional modules... .

3. Assist in the establishment of a permanent historical resource centre for Fort Vermilion.

During the 1979-1980 project year, the Education North Society called for the creation of two "working committees" with membership

drawn from the parents and teachers associated with each school -- St. Mary's (the separate school) and Fort Vermilion Public School -- to prepare proposals for an option program in the two schools which would have a strong local orientation. Only in part was this effort successful. As the 1979-1980 school year drew to an end, the status of the Education North project was as follows:

a. The working committee from the public school led by the principal, Wilfred Dalton, had completed its work and submitted its proposal for an option program to the May 1980 board meeting of the Fort Vermilion Education North Society.

b. The working committee from St. Mary's had not brought forward its proposal, nor had the two committees met to seek agreement on a unified program plan for the next school year, including compatible timetabling.

c. The principal of St. Mary's School, Al Van Oers, had resigned his position. The morale of the St. Mary's teachers was very low; in fact, most of them had decided not to return to the school the following year.

d. The coordinator of the Education North Society, Mrs. Gwen Carmichael, had been expected to bring representatives of the two schools together to plan the implementation of the option program. This was not done. One observer of the Fort Vermilion project reported that "Gwen was dragging her feet and claiming that she didn't know who to contact". Decisive leadership from the elected officers of the Board might have effectively broken this logjam but this was not forthcoming.

At the conclusion of the first year of operations (June 1980), the Society had taken only a few tentative steps towards one of its objectives, the design and implementation of "localized instructional modules", and had not addressed the other objectives at all.

Significant Events: 1980-1981

The Fort Vermilion Education North Society was feeling the effects of indecision on the part of its key leaders in the late spring of 1980. One observer describes the Society as being ". . . in limbo. Nobody was taking any action on the public school working committee's report on the option program". Donna Gambin, a community member who had been appointed as the Society's vice president in the spring, was playing a key role in urging the Board to develop plans for the autumn. But with her departure in the early summer to study at Red Deer College, the energy and direction she was providing were lost.

In mid-July the Society's coordinator, Gwen Carmichael, resigned. With one principal having resigned, the other on holidays, and no coordinator, the Education North option program was suffocating in a leadership vacuum.

Ida McLean began work as coordinator on August 18, 1980. Two people were available to orient her to the coordinator's responsibilities. Barbara Mercredi, the Society's secretary-treasurer, assisted her in the organization of the office at its new, "neutral" location in a commercial building close to the centre of town. (It had previously been located in unused space at St. Mary's School.) David Young, the Education North provincial coordinator, provided an orientation to the program which had been proposed but not yet implemented.

Mrs. McLean was born in Fort Vermilion and has lived in the area most of her life. A Metis, and bilingual in English and Cree, she is related to many people in the Fort Vermilion Native community. She

recruited many of the resource people who worked in the option program during its first year of operation from among her friends and relatives. In addition to her work with Education North, she was president of the Parents' Advisory Council at St. Mary's. (Events were later to show that the dual appointment was a cause of friction.)

One other change in leadership in the Fort Vermilion Society should be noted. Joe Rosenberger, who had served as president of the Society from its inception, did not stand for re-election at the 1981 annual meeting. He had offered a patient, deliberate leadership style which emphasized openness and ready access by members of the community to the Society's decision-making processes, and counselled the importance of moving slowly so as to win and maintain the support of the different groups in this potentially fractious community. Mr. Rosenberger was succeeded in the office of president by Mrs. Gerri Fletcher, a community mental health nurse in Fort Vermilion.

The Fort Vermilion Program: 1980-1981

Although its objectives called for three areas of activity -- with a unifying theme of local history -- the Education North program in Fort Vermilion in practice has been more limited in scope, and has been focused on the development, implementation, and management of an option program in the two Fort Vermilion Schools. This program is presented in summary form in Table 3.

The option programs in the two schools, although similar in some respects, did operate on somewhat different bases.

a. At St. Mary's the thirty junior high students and eighteen children in the kindergarten were involved. The public school staff, acting on the advice of their parent-teacher association, decided to involve all 160 students in their school, elementary and junior high alike.

b. The junior high students at St. Mary's were involved in Education North options five days a week, the last two instructional periods of each day (80 minutes in total), for a total of 400 minutes each week. The junior high students at the public school were involved in options Wednesday through Friday each week, three double periods, for a weekly total of 240 instructional minutes. The 100 elementary school children at the Fort public school were involved in their Education North option one double block each week, the last two periods on Friday afternoons.

c. All options offered at St. Mary's were under direct teacher supervision. Community resource people were involved in offering the optional courses but teachers were on hand to ensure continuity. At the public school, with the larger number of students involved in the option program, direct teacher supervision of all students involved in options was not possible.

A number of problems emerged in the implementations of the option program during the 1980-1981 year. These are summarized as follows:

a. Particularly at the public school, teachers experienced difficulties with the dependability of resource people. Frequent turnover and failure to appear at appointed times resulted in disorganization and loss of confidence in the option program.

b. There were shortages of materials for the crafts course from time to time. This was attributed to a number of factors: inexperience, failure to allow enough lead time in placing orders, temporary budgetary constraints, and unanticipated use of materials (with wastage figuring in this factor as well).

c. Teachers reported inefficiencies in the instructional process. Students would sometimes be idle after the completion of one project because resource people had not anticipated the need for an appropriate project which would be a suitable challenge for the students at his or her stage of skill development.

Table 3

THE FORT VERMILION OPTION PROGRAM

1980 - 1981

St. Mary's Separate School	Fort Vermilion Public School
	Junior High
Hunter Training	Newsletter[2]
Photography[1]	Native Crafts
Food Science	Leather Work
Native Crafts	Cree[3]
Art/Woodwork/Cree	Hunter Training[4]
Cree (kindergarten	Elementary
children)	Cree[5]
	Handicrafts

Notes:

1. After Christmas, students from the public school came to St. Mary's to take the photography option.
2. St. Mary's students registered in the newsletter option after Christmas.
3. This option was discontinued later in the autumn after difficulties were experienced in securing resource people.
4. This option was begun in the second term and discontinued a few days later when it was evident that the resource person would not be available on a regular basis.
5. The elementary Cree program was discontinued after problems in ensuring the systematic availability of resource people could not be solved.

d. Student discipline was reported to be a problem by teachers in particular. Ida McLean reported, for example, that "some children misbehaved during Education North options, particularly at the Fort Public. They tested me but when they did they hit a brick wall. I think the testing period is over now." Several reasons for discipline problems can be suggested: insufficient variety in student activities during option periods, student frustration and disappointment over changes in the option program when it was learned that resource persons could not be relied on for consistent availability, and the inexperience of all the adults involved in the implementation of the program.

e. Associated with these concerns regarding student discipline were concerns expressed by teachers regarding their role when resource people are in the school. Teachers were asking the question: who is in charge? Expressed more generally, the question is: what kind of relationship should exist between the teachers and the resource persons for purposes of effective implementation of an option program for students? Some progress towards finding satisfactory answers to these questions seems to have been made at St. Mary's where overall supervisory responsibilities were maintained by the teacher during option periods. This was widely acknowledged in both schools to have been a significant factor in explaining the effectiveness of the St. Mary's program. But even there staff members asserted that much remained to be done in working out to everybody's satisfaction the relationship of teacher and resource person in the option program.

f. An important unresolved issue in school philosophy presented a problem to the two school staffs involved in the Education North option program. The issue can be expressed as a question: relative to the basic subject areas such as language arts and mathematics, how important are the learnings acquired by students in the option program? A St. Mary's teacher expressed his views on these matters in this way: "To preserve a heritage is very important and to involve a community is very important, more important than the special facilities needed for Type A options... . St. Mary's does not have the physical facilities needed for an enriched program. The only way we can enrich our program is by making use of the community, especially its human resources, and this is what the Education North option program does". Another St. Mary's teacher leaned the other way in addressing this issue. He referred to the school timetable and observed:

> We allot more time daily for options (80 minutes) than we do for language arts (60 minutes).... I'm struggling in my own mind as to the relative importance of options as compared to, say, language arts. It comes down to

> very fundamental issues regarding the purposes of this school for these youngsters, most of whom are Metis, few of whom go on to high school.

At the end of the 1981 school year the view was gaining strength in both schools, and particularly the public school, that less time should be allocated in the schools' timetables for the Education North option program.

At the end of the 1980-1981 project year, the strengths and the positive outcomes of the Education North program in Fort Vermilion were noted as follows:

a. All persons closely associated with the program acknowledged that much had been learned regarding the implementation of the option program. Public school personnel recognized that "we tried to do too much this year".

b. St. Mary's School and the Fort Vermilion Public School were working together more closely than had previously been the case. The Education North project could not claim full credit for this strengthening of relationships but most interviewees were granting some credit to the project. Changes in the senior administrative personnel in both school systems had changed the climate of relationships, and the option program was providing a useful, timely focus for cooperation that seemed likely to be extended in the future.

c. Channels of communication between parents and the schools had been opened up. In the words of one principal, "Adults who wouldn't otherwise be there have been brought into the school... . These people aren't afraid to come into the school now... . They see that we're human. They also see what we have to put up with." This view was supported by Ida McLean: "I understand the reasons why teachers place such importance on plans and being well organized... . I can see school problems from the teachers' side because I see what some of the students do in school. I now know what teachers go through."

During the 1980-1981 year, the Fort Vermilion Education North project was concerned exclusively with the development and

implementation of a community-oriented option program in the schools. Although problems attended the implementation of this program, at year's end the consensus of opinion in the two schools and in the community was that the program should be continued but on a reduced scale. A number of specific actions were planned:

a. As noted above, both teachers and community resource people had experienced uncertainty as to their respective roles when resource people are in the schools to work with the children. The Education North Society was planning to address this problem by asking for the views of teachers and resource people. A questionnaire was to be used to gather these views, and a follow-up workshop to establish a mutually satisfactory working relationship was under consideration.

b. Teachers had drawn attention to the problems in the option program which result from insufficient planning -- in particular, instructional planning. There was widespread recognition by teachers and community resource people alike that the option program would be improved by developing course outlines which show a planned progression of skills and projects. This matter was to be dealt with by the questionnaire procedure discussed above, again initiated by the Education North Society.

c. A related problem had to do with shortages of materials. Because they now had a clear idea of numbers of students to be served and the amounts of materials needed for the various options, Society spokesmen were confident that they could plan more systematically than had previously been possible. Furthermore, their view was that with improved instructional planning and systematic acquisition of materials, the discipline problems that had been encountered would diminish.

d. A fourth specific action involved a reduction in the scale of the option program, i.e., in the number of instructional minutes available to each student enrolling in Education North options. A number of factors had influenced this planned reduction in scale: the availability of home economics and industrial arts facilities which were being readied by the public school board; concern within the schools that basic subjects, especially language arts, may have been neglected; and dissatisfaction among school people, especially at the public school, with the option program.

Significant Events: 1981-1982

Not all of the planned courses of action, as outlined above, were implemented in the 1981-1982 project year. This may have been partially due to the sudden resignation of the coordinator, Ida McLean.

The uncertainties created by this resignation were compounded when Wilf Dalton, the principal at the public school, resigned his appointment at short notice, for health reasons.

Mavis Ward, who had been working as a clerk-typist with the Alberta Forest Service in Fort Vermilion, was appointed as the new coordinator. Mrs. Ward's first steps were to visit the schools and to talk to the resource people who had been recruited by Ida McLean. She found that they were all willing to continue working with the Society.

Like her predecessor, Mrs. Ward is Metis and a long-time resident of Fort Vermilion. She has two children in attendance at the public school where she serves as secretary of the parents' association. Although not fluent in Cree, she has some knowledge of the language, enough to enable her to communicate with the resource women who do not speak English. She is described by people who work with her as efficient and well organized; as having a very good working relationship with the resource people, teachers and principals in the two schools; and as a person who "gets things done."

Observers of the Fort Vermilion Education North Society credit Ida McLean with injecting the energy needed to get the Society going. She brought strong community support with her and gave strong impetus to

program implementation. One member of the Society described the change in coordinators in this way:

> [Ida] was able to get people to come into the schools. She got the ball rolling. But it was essential that we rebuild relations with the schools. Another year like last year could have sunk the project.

The Fort Vermilion Program: 1981-1982

During the 1981-1982 project year the Society continued to focus its efforts on one objective: "The design and implementation by community persons and teachers of localized instructional moduler... ." A summary of the Fort Vermilion program in 1981-1982 is shown in Table 4.

Some aspects of the changing nature of the option program are apparent from a comparison of Tables 3 and 4. At both schools, and especially at the public school, the scope and scale of the program have been reduced. It is also apparent that the program has enjoyed greater stability at the public school where no options were discontinued in mid-stream during the past year, a marked improvement over the situation one year ago. Observers report a definite improvement in the quality of leadership and the content of the option courses.

Not apparent in the tables are other changes in the operation of the program which have contributed to its acceptance by the schools. One of these changes meets a concern of teachers that the option program be seen by students as part of the regular business of the school. One teacher described the climate established for the option program at his school this past year in this way:

> This year we're in control of the situation. That's the way it has to be... . This year we're clear in our own minds that we're in control... . We've made it clear to the students that option time is not free time. We've taken away that free time element... . Remedial math and reading are scheduled into the same time blocks as the options for those students who need this kind of instruction.

In this instance, students have been asked to make an accommodation in order to increase the acceptability of the option program to teachers. At the public school, which has a more extensive Native Crafts program than has St. Mary's, teachers seem to have made an accommodation. This can be seen in one teacher's description of the teaching of Native Crafts by the community resource people:

> It's an entirely different style of teaching. There's very little talking by the resource person. It is a matter of 'Watch what I do'. The students are all working on individual projects. It takes a high ratio of resource people to students for this to work, about one to three I would say. There's no planning as we know it, but it's there. It's based on the idea of having the students start with simple projects and moving from there to the more complex. We're no longer expecting to see written plans from the resource people. We've come to the realization that we can't impose our style on them. ... The kids look forward to crafts. They're making items they can use . . . vests, moccasins. They take pride in their handicrafts. They're proud of seeing aunts and grandparents in the school.

A Community Dimension

It was noted above that over the past two years the Fort Vermilion program has been focused on the implementation of the optional courses in the community's two schools. During the 1981-1982 project year another dimension has been added.

Table 4

THE PORT VERMILION OPTION PROGRAM

1981-1982

St. Mary's Separate School	Fort Vermilion Public School
Junior High[1]	Junior High
Food Science	Photography[4]
Hunter Training	
Newsletter	Elementary
Photography	Cree Language[5]
Elementary	Native Crafts[6]
Cree Language[2]	
Native Crafts[3]	

Notes:

1. The junior high options at St. Mary's were offered two or three times weekly, 80 minutes in each session. Three of the options (all but hunter training) were offered by community resource people.
2. Cree language was offered 40 minutes weekly to students in the kindergarten by Sister Gertrude.
3. Native crafts were offered to students in Grades 3 and 4, over a six-week period, by Wanda Beland (a teacher at St. Mary's) assisted by several resource people from the community.
4. Photography was offered at both schools by Don Reid, the community's further education coordinator. At the public school, the photography option was part of the industrial arts program.
5. Cree language was taught to students in Grades 1 and 2, 30 minutes weekly, by Sister Gertrude.
6. Native crafts were done by students in Grades 3 through 8.

Several community-oriented activities, as noted below, have been included in the program:

a. Hunter Training: sessions were held at the Education North office on Saturday afternoons for a small group of 10-11 year-old children. Ron Lizotte, who is out on his trapline from snowfall to February, led this activity after his return to the community.

b. Ladies Afternoon Beading Class: on Friday afternoons with 6-8 regular participants.

c. Cree Language for Adults: on Monday evenings with 6 participants, led by Marcel Gullion, a Native RCMP officer.

d. Evening Beading Class: for working people.

e. Hew Chaw Daze: the Education North Society entered a prize-winning float in the community's winter carnival this past March.

f. Year-End Activity: a festival which included instruction in old-time dancing.

Concluding Comments

The 1981-1982 project year has been an active and successful one for the Fort Vermilion Education North Society. The Society successfully managed a process of leadership succession in circumstances which could have been damaging had they not been handled well. The Society scaled back its school-based program to a level that could be more readily managed and that would be of higher quality, and took several initiatives toward a more broadly based community program.

With this record of accomplishment it is not surprising that there should be widespread support in the community for a continuation of the Education North program. A variety of reasons undergird these expressions of support, including the following:

a. The Education North program brings money into the community, provides income for a number of people associated with the program, and purchases equipment for the school that might be difficult to acquire from school system funds.

b. It permits the schools to enrich their programs and thus offer a wider range of opportunities to students.

c. It ensures a different kind of program in the schools than would be offered by a school which was not associated with an Education North Society. This program helps parents and other community members to become more familiar with the "old time" traditions of the area, and to understand, and influence, the way in which the schools function.

An encouraging outcome is the view expressed in both schools that whatever may be the future of Education North as a provincial project, the idea of the semi-autonomous education society has been a positive development. The Society ensures that education in the community will be different in a positive way. "If the provincial money came to us," one principal said, "we'd spend it in the usual ways. We'd probably hire a special education teacher to help us with our remedial work, and I don't know if this would be better in the long run than what we're doing now with Education North."

The school people assert that Education North leads the schools towards a different and better program. The importance of having an independent society in control of the funds -- rather than the school or school district -- is emphasized.

* * *

CHAPTER VII

THE LAC LA BICHE AND REGION EDUCATION NORTH SOCIETY

Overview

Since its establishment in 1979 the Lac La Biche and Region Education North Society has progressed steadily towards the objectives it has established and the goals of Education North. Although there were initial problems in establishing a society and a program, once these were resolved the Society moved quickly to establish a program and a mode of operation. Problems encountered were solved effectively and by the end of the 1981-1982 project year the Society was operating effectively and in a manner consistent with the goals of Education North.

Background

The town of Lac La Biche is located approximately 200 kilometers northeast of Edmonton on the shores of the lake which bears the same name. The history of the area goes back to the days of the fur traders, but now the area is supported by farming, fishing, lumbering, the oil industry, and tourism. Approximately 10,000 people live in the area -- 2,000 in Lac La Biche and 8,000 in the surrounding area. The ethnic composition of the population is mixed: there are sizable minorities of status Indians (Cree and Chipewyan), Metis, Lebanese and Europeans of various extractions.

The educational needs of the area are served primarily by the Lac La Biche School Division and the Alberta Vocational Centre in Lac La Biche. There are eight schools in the Division -- four in Lac La Biche and four in the surrounding region. Only two of these schools -- one in Lac La Biche and one in Plamondon -- offer a high school program. The public schools serve approximately 2,200 students.

Development of the Education North Project: 1978-1981

Mr. E. L. Deutscher, Superintendent of Schools for the Lac La Biche School Division, was appointed to the Minister's Advisory Committee for Education North in August, 1978. From the outset, therefore, he was well acquainted with Education North objectives and methods of operation. Mr. Deutscher along with the project coordinator, Fred Dumont, initiated a series of meetings and consultations during the period from October 1978 to October 1979 which eventually resulted in the incorporation of the Lac La Biche Society on October 4, 1979. After one or two false starts a Board of Directors was elected; a coordinator, Phil Coutney, was employed; and a program was developed and launched by the end of the 1979 project year.

The Lac La Biche Society operates differently from the other societies in two significant ways. First, it serves all six centres in the Lac La Biche School Division, each having its own sub-committee; and, second, it has taken an umbrella approach to programming. In other words the Society funds its six sub-committees in a fashion similar to that followed by the provincial organization of Education North in

funding its societies. Each sub-group gets approximately the same amount of program money; however, this is only provided after a proposal is approved by the Society's Board of Directors. At least one member from each sub-group sits on the Board.

As of June 1980 programs were underway in six centres:

a. Lac La Biche. Although Lac La Biche had no formal sub-committee some activities had been undertaken. A series of art workshops had been offered to a group of teachers and parents by a professional artist living in the community. Education North paid the instructional fees and cost of materials.

b. Wandering River. A program in spinning and weaving for school children, led by parents from the community, had been instituted.

c. Plamondon. A puppet program designed to tell stories dealing with the life and people of the area had been initiated, again with community leadership.

d. Kikino. An instructional and recreational program in traditional Metis dancing had been initiated for children and adults.

e. Caslan. A program in ceramics for children and adults had been planned but not initiated.

f. Rich Lake. Led by school principal, Selwyn Jacobs, this project focused on developing student skills in the use of photographic and video equipment.

By the end of June 1980 the Society had also initiated plans and procedures for funding the 1980-1981 program.

Significant Events in the Life of the Society: 1980-1981

At the Society level of operation the most significant changes which occurred during the 1980-1981 project year concerned refinements to operational procedures. The Board improved and routinized its methods of conducting meetings (e.g., regularization of meeting dates,

presentation of reports, considering requests, etc.). It also refined its methods of dealing with policy matters. New proposal forms were developed, methods of considering and assessing proposals were improved, the budgeting process was modified, staff evaluation procedures were instituted, and policy making was streamlined. A major accomplishment during this project year was the creation of a Lac La Biche Parent Committee. Prior to May of 1981 no such committee existed.

The problems which faced some other societies -- succession of staff and Board members, obtaining qualified leadership, and operating programs effectively and efficiently -- did not materialize as serious problems in Lac La Biche, probably because they were anticipated well in advance and steps such as those described above were taken to avert them. The major problem at the beginning of the 1980-1981 project year, which Lac La Biche faced in common with other societies, was the funding and financial difficulties which carried over from the previous year. After the province changed its funding procedures, however, these difficulties were overcome.

Some problems and potential problems existed at the sub-committee or program level. Some communities were having difficulties in priorizing their interests and in changing their focus in keeping with changing situations. Most found it difficult to adhere to the "seed-money" concept which is central to the funding policy of the Society. There was also a problem in some areas (and a potential problem in all areas) regarding clarification of responsibility for school-based programs. Does responsibility reside with the school or the committee?

The Society recognized these problems and attempted to solve them by discussions at sub-committee and Board meetings, by modifications in proposal presentation and proposal review procedures, and by consultation between program committees and the coordinator.

The major emphasis in 1980-81 was to strengthen the "project funding approach" adopted by the Society in 1979-80. In other words, the Society continued to operate as an Education North in miniature. Its rationale for this "seed money" approach was to provide local communities with funds to get started on those community activities of greatest interest to each community as long as they met the criteria established by Education North and the Lac La Biche Society.

Although each of the six communities was allotted approximately the same amount of money, $3,500 initially, they had to have their projects approved by the Board of Directors. Forms were provided on which local committees were to prepare their proposals. The following information was called for:

1. Title of the proposed project.
2. Names and addresses of persons responsible.
3. Objectives and anticipated outcomes.
4. Activities planned.
5. Duration of the project.
6. Budget information.
7. The approved theme area(s) under which the project falls. (The Society approved four theme areas -- Cultural Resource Centres, Truancy Prevention and Awareness, Parents in the Classroom, and Language Enrichment).

Each proposal was considered by the Board of Directors, which is made up of three elected persons together with a member appointed by each of the local sub-committees (two by Lac La Biche) and a member appointed by the Lac La Biche School Board.

The projects approved for 1980-81 were, in the main, continuations of, and spin-offs from, the 1979-80 program:

a. Plamondon operated a story hour and cultural enrichment program, a pioneer puppet production, a rocket production project, a leathercraft program and an arts and crafts project;

b. Rich Lake operated a cultural resource media library and an outdoor education program;

c. Kikino continued with its Metis dancing project;

d. Caslan conducted a dancing and fitness program and a ceramics-in-the-classroom project;

e. Wandering River had a music-in-the-classroom project and a spinning, weaving and crafts project; and

f. Lac La Biche had projects concerned with the production of a mural, teaching curling fundamentals, Native handicrafts, a drama production, snowshoeing and a display of Alberta art.

Generally speaking, by the end of the 1980-81 project year, the Lac La Biche society had been very successful in carrying through its program of funding local projects of interest to the communities which are also relevant to the objectives of Education North. It had also been successful in providing assistance and encouragement to sub-projects and in monitoring their activities.

Some concerns identified by the society were: (1) the maintenance of the "seed money" concept, (2) ensuring that the projects are both relevant to the needs of the community and congruent with the objectives

of Education North, and (3) nurturing a good working relationship between the school and the parent committees.

Significant Events in the Life of the Society: 1981-1982

During the 1981-1982 project year the society operated much as it had in the previous year, with some fine tuning of its procedures for approving, monitoring and facilitating the projects of community groups. The funding for each community was raised from $3,500 in 1980-81 to $4,500 in 1981-82.

The following projects were approved and carried out during the 1981-1982 project year:

Plamondon

a. Local History Research Program. This project is an expanded version of the Pioneer Puppet Production of the past two years. It includes the collection of historical stories and photographs and the development of a puppet production about the French pioneers.

b. Library Story Time and Cultural Enrichment in the Classroom. This is a continuation of the project initiated two years ago. Parents are involved in reading and telling stories to children in kindergarten to grade 5.

c. Computer Literacy and the Science Fair. A science fair was held in each of the last two years. This year a computer (TRS #80) was purchased and students are being taught the fundamentals of computer usage.

d. Music in the Classroom. This project, for kindergarten to grade 3 students, involved the development of a recorder band, a parents' music workshop and a Kodaly-type percussion band.

e. Leathercraft. This short (3-week) project taught the older boys about tanning, cutting and working with leather.

f. Ceramics in the Classroom. Over a short period of time, parents worked with students (grade 6) in crafting ceramic products.

Rich Lake

a. Cross-Country Skiing. The purpose of this project was to encourage language development through education for students in kindergarten to grade 6. Parent volunteers worked with the students.

b. Library Enrichment Program. Several books were purchased. Parent volunteers participated by telling stories and working on puppets.

c. Cultural Resources Library. This program, geared to develop videotaped historical materials about the area, is a continuation of the project initiated two years ago.

Kikino

Kikino Awareness Program and Native Dancing. This project, an expansion of the initial program, had three aspects: (1) a continuation of the Native dancing program, (2) moccasin-making, and (3) a film program geared to develop an awareness of, and pride in, the community.

Caslan

a. Ceramics in the Classroom. This project, a continuation of the one initiated last year, involved fifty adults and 130 children.

b. Parental Involvement in Programming. Several parents were involved in materials production for language arts, mathematics and other related subjects.

Both of the above projects were delayed because of construction in the school.

Wandering River

a. Grandparents, Parents and Children in the Classroom. This project, an expansion of last year's activities, involved thirty to forty parents working with students on activities such as cooking, ceramics and puppetry. Participating students were involved in these activities for 45 minutes a week.

b. Music in the Classroom. As in the past two years, each student received five periods per week of music experience in the classroom.

c. Spinning and Weaving. In this project, which is a continuation of the one initiated two years ago, parents are involved in teaching spinning and weaving to students. Participating students were involved 45 minutes per week for four months.

Lac La Biche

a. Concert and Drama Productions. Parents worked with students and teachers in producing a Christmas concert and a cultural awareness day later in the year.

b. Keeping in Touch. This project involved the publication of a student newspaper (several issues per year).

c. Square Dancing. The thirty students involved entertained fellow students and senior citizens, and participated in the Music Festival.

d. Tennis Fundamentals. The Physical Education 20 and 30 students had the opportunity to learn the fundamentals of tennis.

e. Native Handicrafts in the Classroom. Two junior high school classes were involved in making moccasins and mukluks during one class period a week over an eight-week period.

f. Community Art Show. A two-day Art Show was conducted in December. Over thirty artists participated.

g. Mukluk Making. A two-day mukluk-making course was conducted involving approximately fifteen people -- students, parents and teachers.

With minor modifications in design and timing, all the projects in the six communities proceeded according to plan and were successfully completed. By the end of June 1982 all communities were well into planning programs for the 1982-83 project year.

Concluding Comments

The minor concerns identified in the Second Annual Report -- (1) maintaining the "seed money" concept, (2) ensuring projects are relevant, and (3) nurturing school and parent committee cooperation --

no longer seem to be of concern to most people. In fact, the support of teachers, schools and the school system has increased significantly over the life of the project. This support is now enthusiastic and active.

As of June 30, 1982, the programs at the society and sub-committee levels seemed to be operating effectively and efficiently. The specific objectives set by the Society and each of the sub-projects are congruent with the overall objectives of Education North, and the outcomes of the Society's programs are in line with these objectives.

a. All communities have active programs planned cooperatively by parents and teachers.

b. All communities have a significant number of adults involved in policy-making and program activities; in some communities the majority of adults are involved.

c. A large number of students in all schools are involved in Education North-sponsored programs. In some schools all pupils are involved.

d. The programs provide both students and adults opportunities to learn about their community, its past and its traditions.

e. The schools and the school system support the project. Over the three years, the level of support has increased from cautious neutrality to enthusiastic and active support.

There is considerable evidence to support the conclusion that the Lac La Biche Education North Society has met the objectives set by Education North.

Most people interviewed were very supportive of what Education North is attempting to do and would like to see the program continue in their communities. There was general agreement that the following features should be present in any program growing out of the Education North experience:

a. Some funding is necessary from provincial sources. Provincial funding should be based on the seed money concept, i.e., the use of funds in a catalytic way to initiate activities which have a reasonable prospect of becoming self-sustaining.

b. Regional leadership such as the present coordinator role, or leadership such as that provided by district agriculturalists and home economists, is necessary. The availability of provincial consultants would also be desirable.

c. Control of funds and programming should be in the hands of a community group, not the school or the school system.

d. The program should be both school and community oriented.

e. Flexible proposals should form the basis of funding.

f. Schools should be actively involved in planning and operating the program.

* * *

CHAPTER VIII

THE LITTLE RED RIVER EDUCATION NORTH SOCIETY

Overview

The Little Red River Education North Society, while different in most respects from the other societies, managed in its three-year history to move a considerable distance toward the goals established for Education North. Although it adopted a specific project focus and depended upon school personnel for its initial leadership, it involved local people in significant ways, increased their interest in education and the role local culture and traditions can play in education, and provided opportunities for local people to develop the leadership and technical skills to manage a society such as Education North.

Background

The Little Red River Band consists of two reserves -- John d'Or Prairie and Fox Lake -- and one settlement, Garden River, located along the Peace River. Although all are accessible by air, only John d'Or Prairie has year round access by an all-weather road. Fox Lake and Garden River have winter roads only. John d'Or Prairie is located ninety-six kilometers east of Fort Vermilion on a gravelled road which is eventually to serve as a shorter route to Wood Buffalo Park and north to Fort Smith.

Prior to 1957 the Native people of the Little Red River area did not live on reserves. They lived along the Peace River in family groups -- hunting, fishing, trapping and living off the land. These Little Red River people were descendants of Native people from Wabasca, Trout Lake and Moose Lake who had migrated northward to establish a settlement at the confluence of the Peace River and the Little Red River in the mid-nineteenth century. They traded their furs for goods at the Hudson's Bay Company Trading Post at the Little Red River settlement. A mission and church as well as forestry and other services were later established. Today there is nothing left of Little Red River except the ruins of a once thriving trading settlement.

For many years, until 1956, children were picked up by river boat in the month of September and taken to residential schools operated by the Roman Catholic Church in such locations as Fort Vermilion, Wabasca, and Grouard. The students were returned to their families the following year in July.

During those years, the life of these people was nomadic. Principally they lived in small family groups at any number of encampments along the Peace River and its tributaries. Marked changes in this way of life were given recognition and reinforcement by the establishment of the Fox Lake Reserve in 1957. The Department of Indian Affairs opened a local day school which was staffed by Roman Catholic sisters. In 1964 a second reserve was established across the Peace River and upstream. This second reserve, called John d'Or Prairie, was created on the premise that economic viability could be achieved through farming and forestry at the new location.

Throughout this process of organizing reserves, a number of Little Red River families living downstream at Garden River remained detached and independent. When Wood Buffalo National Park was established the eastern boundary was drawn in such a way as to bring the settlement within the Park. Residency in Garden River is strictly controlled now by Parks Canada. People who cannot trace their family lineage to Garden River are not permitted to live there.

The Little Red River Band has a population of approximately 1,250 individuals: Fox Lake, about 600; John d'Or, about 500; and Garden River, about 150. Most of the population is treaty Cree, with a minority of non-status Cree. The white population is less than fifty and is made up of teachers, Roman Catholic sisters, nurses and Hudson's Bay personnel.

Very few adults have more than a grade eight education. Most students stop attending school when they are fourteen or fifteen years of age.

The population is fairly transient. People move from community to community frequently (e.g. from Fox Lake to John d'Or, John d'Or to Fort Vermilion, etc.) There are a few core families who stay in the community permanently. It is not uncommon, however, for a family to move into the bush for months at a time to hunt or trap. Some families have "sworn off" the reserve life and have moved into the bush permanently.

All three settlements have schools operated by Northland School Division. The schools at Fox Lake and John d'Or Prairie are of modern construction and are well equipped educational facilities which rival any to be found in Alberta. The school at Fox Lake has eleven teachers from grades one to ten and one teacher for the early childhood class. Most students speak only Cree when they begin school although this is changing as a result of the introduction of television.

The school at John d'Or has eight teachers for grades one to nine, and one for the early childhood program. Most beginners can only speak Cree but again this will probably change with the introduction of television, and with greater access to the white communities close to John d'Or. Both Fox Lake and John d'Or offer home economics and industrial arts, which is quite exceptional when one considers the relatively small numbers of students enrolled in these schools.

Garden River School contrasts markedly with the John d'Or and Fox Lake Schools. It has two teachers for grades one through eight and, fortunately, in the past few years one or more teachers have stayed for more than a year. Students in Garden River enter school speaking only Cree. Television has recently been introduced but as yet has not had the same impact as in the other two communities, so it is unlikely that the Garden River children will lose their native tongue as quickly as the children in the other two communities. The teachers of this community must contend with a lack of materials and facilities as compared to Fox Lake and John d'Or. Although this school has improved considerably over the past five years, it is still a "forgotten"

institution because the people of Garden River are not on a reserve. They are caught in an administrative "no-man's-land" between the jurisdictions of Parks Canada and Indian Affairs.

The Development of the Little Red River Society: 1978-1981

From the outset the Little Red River Project has been unique in several respects: (a) the extensive involvement of Northland School Division personnel in organizing the project; (b) the highly specific focus of the project -- the development of books of stories told by community members -- around which the Society was organized; and (c) the role played by the coordinator in facilitating the development work being undertaken by this local Education North society. These elements of uniqueness can be seen in the brief recapitulation of the development of the project presented in the following paragraphs.

The relationship between the communities of the Little Red River Band and Education North was initiated in discussions between Fred Dumont, the Education North provincial coordinator, and Don Weaver, the superintendent of Northland School Division, in the early autumn of 1978. Weaver brought the project to the attention of the schools and proceeded to advise the communities in preparing a proposal which would meet the guidelines set by Education North. As the Little Red River committee became established, Mr. Weaver intended to withdraw and have the community deal directly with Education North. His influence was still being felt in the latter stages of proposal development, however.

The Northland School Board helped with the project by granting time off for teachers to attend meetings, permitting use of school buildings and materials, and incurring some of the initial expenses. The School Division clearly facilitated the initiation of the project.

The schools of John d'Or, Garden River, and Fox Lake played a key role in the building of relationships with their respective communities. The teachers of these schools provided much of the initial local impetus for the project. The drafting of the proposal was accomplished with the consultative help of Don Weaver.

As the project proceeded, committees were appointed in all three communities. These committees then formed a society in December 1979.

The development of the project was not without controversy. At meetings of the Minister's Advisory Committee, for example, it was asserted that the project was not being spearheaded by the communities but rather was administered directly from the Northland School Division office.

In due course, however, the project was approved in principle and by autumn 1979 was well under way.

A principal mobilizing force was Ian Sewall, the project coordinator, who as a former teacher and principal at Garden River was well known and respected in the area. Under his leadership in the first operational year of the project, 1979-1980, the Little Red River Society organized several task teams. These consisted of: (a) a professional writing team made up of teachers experienced in Native education; (b) story collecting teams who recorded stories from the communities;

(c) a basal writing team to write the basic reader for grade two; (d) supplemental story writers, and (e) artists to prepare illustrations for the reader.

By June 1980, approximately 150 stories had been gathered from persons living in the Little Red River communities. On Ian Sewall's recommendation, an assistant coordinator had been appointed in each of the three communities whose responsibility it was to encourage the potential story-tellers to participate in the project and to record their stories on audiotape. The early concerns that not enough stories could be gathered were quickly set to rest. Not only were sufficient stories gathered for the children's readers, but a new idea had emerged -- a book of legends intended for the adults in the community would also be developed.

At the end of June 1980, several points were clear: (a) the development work was proceeding energetically and effectively, with clearly established directions and sound management; (b) the guiding hand of the Northland School Division central office was no longer a factor; (c) a unique interpretation of community involvement had been implemented and was proving to be highly successful.

During the 1980-1981 project year the society operated much as it had in the previous year: (1) key leadership was still being exercised by the school-based people and (2) community involvement was primarily in program-related activities (e.g., story-telling, translating and art work).

The 1980-81 activities were directed primarily to the production phase of the project: (1) the stories collected during the 1979-1980 project year were screened and selections were made, (2) the stories were translated into English, (3) stories were edited for vocabulary standards and were organized into four volumes -- one for each season, (4) readers were pilot tested, (5) photographs were collected, (6) posters were prepared, (7) illustrations were commissioned, and (8) work on the book of legends (Kayas) was started.

By June 1981 the Little Red River Society had established itself as an effective and efficient organization and was well on its way to achieving the goals set for itself. The Society had found a unique way of establishing an efficient and effective interface between community involvement and professional/technical expertise.

Community members have been involved in a variety of ways: in creating a climate of support and goodwill for the project; in telling, gathering, and translating stories; as artists, photographers, and archivists; and as decision-makers (with the advice and assistance of the coordinator) in shaping the contents of the readers and book of legends.

On the other side of the interface, the professional judgements of teachers and graphic designers were also brought to bear in selecting and designing the contents.

Significant Events in the Life of the Society: 1981-1982

The 1981-82 project year was devoted to two major sets of activities: (1) the completion of the development project, and (2) preparations for the future.

1. Project Completion. By the end of June 1982:

   a. Kayas, the book of legends was printed, distributed to all homes in the community, and made available to those who wished to purchase a copy.

   b. The readers were at the printers and were scheduled to be available by the fall of 1982.

   c. The study guide was being prepared and was scheduled for completion by August of 1982.

   d. Sixteen posters created by local artists had been prepared for distribution and sale.

Plans were made to pilot test the reading materials in the Northland School Division during the 1982-83 project year and to receive follow-up reactions from the three Little Red River communities on the materials and other activities of the Society.

2. Preparing for the Future. In addition to the follow-up activities in implementing the reading program, which will make up roughly ten per cent of the Society's program in 1982-83, a program has been planned for the extension year to prepare the Society to carry on after the Education North pilot project is completed, such that:

   a. leadership in the Society will have moved from school personnel to community people;

   b. the board of the Society will become more involved in program decisions;

   c. an assistant coordinator from the area will be named to work

with the three communities; and

d. each community will operate some projects on its own.

Activities planned for 1982-83 include:

a. a leatherwork display in each community;

b. an audiovisual production in each community as a follow-up to the reading program;

c. the production of an historical calendar (input from each community); and

d. a Pow-Wow, probably during the spring of 1983.

Concluding Comments

As of June 1982, the Little Red River Society had achieved most of the objectives set for itself and had moved a considerable distance toward achieving the goals set by Education North.

a. Many parents have been involved in the program.

b. Many students have been involved in the program -- art projects, piloting materials, etc.

c. Adults have been encouraged to take an interest in the school activities (e.g., the reading program) and the contributions their culture can make.

d. Some adults are learning leadership skills (e.g., chairing meetings, bookkeeping, etc.)

Although the history of the Little Red River Society has been in the main a success story, there are still some concerns which must be considered in the operation of a project of this kind in communities such as the Little Red River communities.

a. It is important that the schools and the community work together without the school dominating the project if the project is to have maximum effectiveness. This is difficult to do if there continues to be a rapid change-over of staff and few formal linkages and orientation programs for new staff. For example,

in Little Red River the situation changed over the space of one year from one in which the principals were strongly committed and heavily involved in the project to one in which the principals, in the main, although committed to the concept, were minimally involved and not well informed about the project.

b. Ideally, the initiation and leadership for project activities should come from the communities themselves. Two concerns still exist: (1) how is the leadership identified or developed if it does not exist? and (2) how can potential leaders be motivated to offer their leadership and abilities, and how can the various groups in the community be motivated to work with local leaders?

Society leaders attribute the success of the Little Red River project to three major factors:

a. It was a specific, easy to understand project with concrete products;

b. Community people were involved in doing things they could do and could take pride in doing; and

c. It was "opportunities" rather than "problems" oriented.

Features suggested for inclusion in any future project include:

1. Initially, keep the project specific, easy to understand and with concrete end products.

2. Maintain the program on the "parent-child-teacher" level. The less sophistication, the better.

3. It is important to have a local coordinator, local leadership and local control of funds. The fewer the levels in the bureaucracy, the better, but the type of facilitation provided by the present Education North staff is necessary.

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CHAPTER IX

THE SLAVE LAKE COMMUNITY EDUCATION SOCIETY

Overview

Considered alongside the other six Education North societies, the Slave Lake Community Education Society seemed to get off to the most promising start for one very specific reason. The Society evolved out of the Community-School Liaison Committee, a voluntary organization made up of parents, school principals, and interested community service workers, which had met regularly for several years to discuss school and community issues prior to the advent of Education North in 1979. The newly organized Community Education Association (later renamed Society) could draw upon the experience and leadership skills of the active members of the Liaison Committee, and thus could develop a proposal and swing into action quickly.

Perhaps because of the early optimism the failures of the first two years were felt more keenly. By the end of the second year of project operations, in June 1981, after a prolonged (and sometimes bitter) struggle between the Board and its first coordinator, Mr. Bob Harrold, which led to the coordinator's dismissal, the fortunes of the Society were at a low ebb. The attitudes of school personnel towards the Society varied from lukewarm to hostile, and the confidence of Board

members in their Society was shaken by their apparent inability to solve the organization's problems.

On the positive side a new coordinator, Mrs. Mary Rice, had just been appointed (May 1, 1981) and Board members recognized that "a make or break" year was ahead. The organization had to be rebuilt and the confidence of school and community had to be regained. In considerable degree, these objectives were accomplished during the 1981-1982 project year.

Background

Along with the town of Lac La Biche, Slave Lake is the most urban and accessible of the Education North project communities. It is located 250 kilometers north of Edmonton on the eastern tip of Lesser Slave Lake and has an excellent highway connection with the city.

As a result of oil discoveries and developments in the forestry industry, Slave Lake experienced rapid growth beginning in the mid-sixties. It was incorporated as a village in 1961 and attained town status in 1965. Three schools, an early childhood program, and a community vocational centre serve the community with programs from pre-school to adult educational offerings.

Extensive community change has accompanied the economic expansion in Slave Lake. Most of the development has taken place under joint federal-provincial programs with a focus on three areas: job creation, social adjustment, and development of infrastructure. In the early seventies planners envisaged a total population of about 10,000 people. This did not materialize because of a drastic slump in the forestry

industry, and the population seems to have levelled off at about 4,000 persons, divided evenly between Natives (both status Cree and Metis) and non-Natives.

A Community-School Liaison Committee, an information exchange body made up of the three Slave Lake principals, other school officials, and interested community members, had been created in the early seventies as a response to gaps noted on both sides of the relationship between school and community. This committee evolved into the Slave Lake Community Education Association in 1979 as a result of the impetus provided by the provincial Education North program.

The Association in June 1980

In June 1980 the Slave Lake Community Education Association could look back upon a year of activities in which some definite successes were intermixed with plans that had not been successfully implemented. Two intertwined organizational problems had plagued the Association during its first year of operations, one having to do with the elected leadership, the other with their coordinator.

In the concluding weeks of its term in office, the first Board of the Association had placed the coordinator on what amounted to probation. Explicit expectations for his performance had been stated and a rigorous performance review was to be conducted at the conclusion of the review period. These demands for improved performance on the part of the coordinator had been spear-headed by the acting president of the Association, Vivian McCoy. Mrs. McCoy had been an active member of the old Liaison Committee and had been a major energizing factor when the Slave Lake Association was being organized.

In the weeks preceding the 1980 annual meeting, the relationship between the Board, especially its president, and the coordinator was badly strained and any remaining mutual trust and confidence was slight indeed. At the annual meeting Vivian McCoy was defeated by another board member, Madge McRee, in the election for the presidency. Observers interpreted this result as significant for two reasons: (i) as a re-orientation of the Slave Lake Association towards the concerns of Native people, and (ii) as a strengthening of the coordinator's hold on his position.

Although she had been passed over for the presidency, Vivian McCoy was elected vice-president but this appointment was to be short-lived. After several days of reflection she resigned, because it seemed clear to her that the Association had embarked on a direction which she could not support. Two of her supporters on the Board resigned with her and with these resignations the continuity with the now defunct Liaison Committee was broken.

Thus it was that Madge McRee began her presidency on a series of unsettling notes: (i) the recent history of discordant relationships with the coordinator, (ii) the resignations of three Board members who were protesting a possible re-direction of the Association (which was in their eyes implicit in the McRee election), and (iii) the checkered record of success and failure in the past year's program.

This latter point will be expanded upon briefly. There were six emerging elements in the program of the Slave Lake Community Education

Association during the autumn and winter of the 1979-80 school year.

a. the development of a community resource inventory which could be used by teachers;

b. a monthly newspaper supplement publicizing educational events and activities in the community;

c. sponsorship of a series of speakers on the general theme of "parent development";

d. organization of parent-teacher evenings;

e. initiation of the Lunch-Time Fun program to provide school students with an activity program during the lunch hour; and

f. funding the community's Block Parents program.

Activities (e) and (f) had been initiated late in the year and their effectiveness was as yet untested. Work on the community resource inventory had stalled early in the year and at year's end this program was inactive. The program of parent-teacher evenings, which was focused on the E. G. Wahlstrom School, had been initiated early in the year, but the program had met with only mixed success and at year's end did not enjoy the support of the school administration nor had an active parents' group at the school level been organized. The parent development speakers series, the roots of which dated back to the Liaison Committee, and the newspaper supplement functioned well throughout the year.

Significant Events: 1980-1981

Board energies during the 1980-1981 project year were largely absorbed by attempts to resolve problems in the relationship between the coordinator and the Board. These were not new problems; rather, they were a carry-over of unresolved problems from the year previous, with

one additional problem which centered on the performance of the Association's treasurer.

Towards the mid-point of the project year the treasurer was dismissed. Bills had not been paid; the necessary report on a bingo sponsored by the Association had not been submitted to the provincial government; the Board had not been receiving adequate monthly reports on its financial status. In short, the treasurer had been lax in the performance of his duties and the Board responded by dismissing him. A secondary outcome of these events was a growing recognition by Board members that they -- and their coordinator -- had been negligent in their duties by not insisting on a higher standard of performance by the treasurer.

In January 1981, the Association's evaluation committee initiated a review of the coordinator's work. They had been slowly coming to the view that, in the words of one Board member, "he [the coordinator] was quite literally doing nothing." During the 1980 probationary period the coordinator had been instructed to improve his work performance in specific respects and to apply higher standards to his dress, appearance, and attitude. Standards were specifically stated. For example, he was required to make contact with at least three families with school children each week.

Whether or not the coordinator's performance did improve, a point about which there is some disagreement, his appointment had been reaffirmed at the conclusion of the probationary period.

By late autumn 1980, some Board members had again become concerned. Parental visitation, they contended, was unsatisfactory; written reports were not being submitted as requested. Furthermore, these Board members felt that "[the coordinator] should have been on top of the treasurer situation" and that communication with the schools, especially the principals, was inadequate. Gradually, these dissatisfactions came to a head during the late autumn and early winter.

The Association's evaluation committee met with the coordinator in early February 1981. When informed that a dismissal recommendation would be going forward to the Board, he immediately wrote out a letter of resignation and circulated it widely in the community. An uproar resulted.

Bruce Thomas, who was the editor of The Scope, in which the Slave Lake Association's education supplement was circulated, and who had been active in one of the Association's programs, wrote several articles in which he was very critical of the Education North program in Slave Lake. In addition, he claimed that the coordinator had been dismissed improperly.

Apart from the unfavorable publicity which the incident generated, and the diversion of energies away from pursuit of the Association's objectives, there is no evidence that the Association suffered irreversible damage from the incident. Indeed, the most tangible outcome was that the Board became more unified than it had been at any time in the past. In the words of Madge McRee, "the Board was strong and rode it out." A new coordinator, Mrs. Mary Rice, began work in

early May; a new Board was elected later in the month with very little change in membership; and as the Association began its third year of operations, this more experienced and tested group was optimistic about its prospects.

Explanations for the breakdown between Bob Harrold and the Association vary. Observers tended to emphasize two points:

a. At the root of the problem was a fundamental mismatch between the requirements of the job and the characteristics of the person who had been asked to fill the position. The job required an individual who was a self-starter and who could both give leadership to the Board and receive leadership from it. None of these conditions were adequately met.

b. The Board was operating with relatively imprecise policies and with relatively little routine and structure. To the degree that the coordinator was unable or unwilling to exercise leadership in these ambiguous circumstances, the Board would itself have to exercise firm and directive leadership. This it did not do.

The coordinator himself accounted for his difficulties in working for the Association in these terms:

a. "I felt pulled in different directions. There were too many chiefs [the members of the Association's Board] and only one Indian -- and that was me. This could be improved by having a strong executive committee that would work closely with the coordinator."

b. "The guidelines for the coordinator's job were very general and imprecise. I expected more definite guidelines than the Board gave me. ...On top of this they showed very little trust in me."

c. The work of the Association should be tied more closely to the schools, with definite and direct input from the principals. "It has to be tied to the power structure. ...The coordinator should be an educator. He should function as another vice principal in the school." When asked about the effects of his suggestions on parental involvement, he replied: "It would not diminish parental interest. ...It would increase parental interest because parents would be tied into the power structure."

One additional factor may have contributed to the breakdown in the relationship of Board and coordinator. In the months of November and December 1980, Madge McRee, the Association president, and Denise Dupré́s, the vice president, had initiated discussions to re-classify the coordinator's job from half-time to full-time. Because this would require re-negotiations with provincial authorities regarding program plans and budget, the support of the provincial coordinator, David Young, was sought. When it was clear that he would not support these revisions, the effort was dropped.

Observers of the Slave Lake Association note that the so-called "slowdown" -- or as Bob Harrold put it, the "work to rule" -- became more apparent when it was clear that his position would not be reclassified.

In summary, a number of factors seem to have contributed to the breakdown of the relationship between the coordinator and the Board. Some of these relate to personal characteristics of the coordinator, others to the method of functioning of the Board, and still others to beliefs and principles regarding the implementation of a community education program.

The Slave Lake Program, 1980 - 1981

A summary of the Slave Lake program activities during the 1980-1981 project year is presented in Table 5. By applying the distinction, society-managed vs. society-funded, these program activities can be further categorized as follows:

TABLE 5

THE SLAVE LAKE PROGRAM

1980 - 1981

Program Element	Comments
1. Parent Development Committee	1. This speakers series is an extension of the activities of the Liaison Committee. Five presentations were sponsored with attendance in the 10 to 20 range for each. In addition to these presentations, a session dealing with "creationist theories" drew 215 people. The Parent Development program was rated as effective by all observers with one qualification, namely that intercultural themes were neglected in this year's program.
2. Newsletter Committee	2. Monthly supplements dealing with news about education in the Slave Lake area were again published and distributed through The Scope. Observers rated this an effective program.
3. Lunch-Time Fun Committee	4. This program was organized as a twice-weekly activity to run throughout the autumn term. The program "collapsed" and was not extended into the post-Christmas period as originally planned. Two reasons were advanced: loss of interest on the children's part, and the frustration of the committee chairman, Bruce Thomas, over difficulties in recruiting parental volunteers to supervise the program.
4. Wahlstrom Parents' Association	4. The Community Education Association, in cooperation with the Wahlstrom teachers, organized a meet-the-teachers night in October which was attended by more than seventy persons, about half of them being parents. This was rated a very successful event. An attempt to activate a parents' organization at the school level failed.

TABLE 5 (cont'd)

Program Element	Comments
5. Parents-as-Tutors	5. The intent of this program was to identify parents who would be interested in coming into the schools to help individual students who were experiencing difficulties in their studies. Gloria Harrold, the wife of the coordinator and a teacher at Wahlstrom, provided the leadership for this program. Wahlstrom was to be the initial focus; parents would be assigned to teachers who requested this kind of assistance. The program faltered and eventually ended when no teachers, apart from Mrs. Harrold, declared an interest in becoming involved with parent volunteers.
6. Resource Inventory Committee	6. This program was directed towards preparation of convenient listings of persons, places, and events that could be called upon by teachers to enrich the school program. Begun in 1979-1980 it soon fell into dormancy and was inactive during the 1980-1981 year.
7. Schurter Parents' Newsletter Group	7. A parent group at Schurter Elementary School publishes a school newsletter on a bimonthly basis, with the help of a $560 grant from the Slave Lake Association. The relationship is solely financial. The group was organized on the initiative of the principal who maintains her involvement on an advisory basis.
8. Block Parents' Committee	8. This active, independent community organization receives a small grant from the Slave Lake Association ($400 this past year).
9. Library Use and Book Awareness Committee	9. With a budget of $1400 this year, the Library Use Committee supported a puppet workshop and purchased materials for the Early Childhood Services Media Centre.

	Society-managed		Society-funded
1.	Lunch-Time Fun	1.	Schurter Parents' Newsletter Group
2.	Wahlstrom Parents' Association	2.	Block Parents' Committee
3.	Parents-as-Tutors	3.	Library Use and Book-Awareness Committee
4.	Resource Inventory Committee	*4.	Newsletter Committee
		*5.	Parent Development Committee

The two program areas marked with an asterisk (*) are special cases. These committees are a creation of the Society, which would suggest that they be assigned to the society-managed classification, but they have been placed in the society-funded category because of their autonomy from the Board, as evidenced by the fact that during the 1980-1981 project year they had no representation on the Board. The Community Education Association contribution to these programs was more financial than managerial.

Application of the distinction between society-managed and society-funded programs leads to a clear conclusion. The society-managed components of the program had ground to a stand-still in the 1980-1981 project year; the society-funded aspects were relatively healthy and vigorous. This, of course, is consistent with the view generally held by observers of the Slave Lake Association that the energies of Board members in the 1980-1981 project year had been drawn down by the severe internal problems that had to be solved.

Partly by design, partly as a result of circumstances, the Slave Lake Community Education Association had evolved towards a system of largely self-sufficient committees. One member of the Board described their method of operation as follows:

> The Board of our Education North society is for the most part an administrative and funding body. The committees stand on their own and if alternate funding sources can be found they will continue to function after Education North has ended.

Significant Events: 1981-1982

During the 1981-1982 project year the Board of the Slave Lake Community Education Society* remained largely an administrative and funding body. Another organization, the North Central Association for the Disabled, came under the umbrella of the Society. This Association, which sponsors a speakers' program supported by Education North funds, was initiated by Karen Kreutzer who had been (and continues to be) a member of the Community Education Society Board.

The new coordinator, Mrs. Mary Rice, assigned high priority to home visitations. Accompanied by a young Cree-speaking woman, Karen Nipshank, she visited more than 150 homes during the summer of 1981. Going from door to door they would, on invitation, stay to talk about the Education North project and to leave Block Parents information. Their principal visitation area was the "Little Wabasca" district of Slave Lake, an Alberta Housing Corporation development. Mrs. Rice

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* During the past year, by motion of the Board, the name of the society was changed to the Slave Lake Community Education Society (from Association).

reports that their visitations were well received, especially by the Native people: "We were invited into about three-quarters of the Native homes, but only about one-quarter of the others seemed to have time for us."

An unanticipated and highly positive development grew out of these home visitations. In October 1981 the Community Education Society held a potluck supper for members. Only fifty of an expected 100 persons came to the supper, and only three of these were Natives. Puzzled by this, Mrs. Rice asked some of the women whom she had met during the visitations why they hadn't come. The answer was everywhere the same: "We don't feel comfortable at a white-organized event."

Out of these discussions came the suggestion that the Native people should have their own organization. Mrs. Rice called the first meeting.

> This was attended by three or four. Now we've grown to 19 or 20. . . . This is the working arm of Education North. They do the phoning to remind parents of upcoming events. They serve coffee at the events. They've provided a banquet. . . . They're a grand group.

There was one resignation of a senior officer in the Slave Lake society during the past year. The president, Denise Duprés, submitted her resignation at the January 1982 meeting of the Board and was succeeded by Roland Lang. Mrs. Duprés was an energetic, determined, and sometimes impatient leader with many ideas as to what could be accomplished by Education North in Slave Lake.

Her successor as president, Roland Lang, had been the appointee to the Board from Roland Michener High School for two years. After leaving the high school to join the staff of the Continuing Vocational Centre in

Slave Lake, Mr. Lang continued to serve on the Board. His actions during the early months of his presidency have won him commendations for a "gentle" and "encouraging" leadership style.

The Slave Lake Program: 1981-1982

The reader is reminded of the distinction drawn between society-managed and society-funded program elements which was used in the discussion of the 1980-1981 program as presented in Table 5. The developments in both of these program categories during the 1981-1982 project year will be discussed briefly.

1. Society-funded Program Elements. The inclusion of the North Central Association for the Disabled under the Education North umbrella, with a $1,500 grant to support its work, has been noted earlier. This organization of approximately fifty members acts as a lobby group to encourage the development of services for the handicapped. It is undertaking a survey of the nature and extent of disabilities in the region, and preparing an inventory of the services presently available.

The Slave Lake Society has also extended its program of grants to the schools. The staff and students at Roland Michener High School have received grants for a videotape production on student activities, the purchase of microcomputer software, and sponsorship of the debating team at tournaments. A scholarship program to support outstanding performance in the vocational subjects was also instituted. Grants were also made to Wahlstrom School in support of art activities and bringing a puppet group to the school.

In addition to the above, the Society maintained its support of all of the "society-funded" activities noted in the discussion of the 1980-1981 program.

2. Society-managed Program Elements. Four components were reported in the society-managed program category in 1980-1981: Lunch-Time Fun, Wahlstrom Parents' Association, Parents-as-Tutors, and Resource Inventory Committee. With the partial exception of the Wahlstrom Parents' Association, these programs remained moribund in the 1981-1982 project year.

This partial exception deserves further comment. Our assessment is that the Parents' Association continues to be a faltering organization with recurring leadership problems. The Native parents' group, which has a loose association with the Parents' Association, is a much stronger entity; it has been referred to as "the working arm of Education North in Slave Lake" by Mary Rice.

None of the other three program elements have been struck from the Slave Lake books for 1982-1983, even though they have not been operative for some time. Building on her home visitation work in the summer of 1981, Mary Rice will continue to develop an inventory of community talents in an effort to complete a project initiated three years ago. The other inactive programs, and the budgets allotted to them, have been assigned to the Parents' Association and await activation by this organization.

Beginning in April of this past project year, another new activity was begun: phoning parents on behalf of Wahlstrom School. This is

likely to become a responsibility of an Education North committee but was initiated as a responsibility of the coordinator. Thirty to fifty calls are made daily to parents about children who are absent from school.

> We were asked by the principal to do this, and we want to be sure that we do it right. . . . These calls have to be made with discretion.

This service has been offered to the other schools as well but declined. As one principal put it, "You have to be careful in involving parents with the affairs of other parents."

We came to the conclusion one year ago that the Slave Lake "society-managed" activities were moribund. One year later this remains true for several activities but promising new activities have been catalyzed by the new coordinator. Our assessment of a year ago is not applicable to these.

Concluding Comments

The Slave Lake Community Education Society is rated positively in both school and community for its work during the 1981-1982 project year. Two related points are emphasized in these comments on the work of the Society: (a) the strong contribution made by the new coordinator, and (b) the positive new directions in the Society's programs.

The latter point will be considered first. One principal commented on the positive new directions of the Society in this way:

> The original hope at our school had been that Education North would help support our academic programs, and now they've moved in that direction. . . . We started with a discussion at a staff meeting last autumn. From there the staff generated a list and

> then Education North decided what it would support. . . . A few years ago staff members were burned when their proposals were turned down by Education North. As a result of the new approach there's a much more positive attitude within the staff.

A second principal commented as follows:

> Now they're getting involved in things that will help the school. This has brought about a change in attitude in our school towards support for Education North. We can submit a proposal now with the feeling there will be a positive reaction. They're better organized. They're more careful in what they give to the press. They used to release information about events in the school before they were completely planned. They used to have people who were millstones around the neck of Education North. They placed demands on the school. 'You do this!'. . . Their concern was not what the school needed but what they wanted to make them look good. They're not a pain in the hind end any more. It used to be, 'Oh God! Here they come again.' Now it's, 'Hello.' It's nice to have them here. They're moving in a positive way.

The third principal commented simply, "It has become an ingrained part of the educational picture in Slave Lake."

Not only in relation to the schools has the orientation of the Education North program changed. The approach to the involvement of Native people has also changed, and this has also been commented on favorably. One Native parent assessed what has been done this past year as follows:

> Mary Rice is a mother to these Native women. This thing she's started won't die. They're really feeling good about themselves. . . . We amount to something. We're just starting to touch the school. The breakdown between the school and Native people has been there for years and years. . . . We didn't know where to start. Now we know what we can do to get going. . . helping with the suppers, phoning. This should lead to increased involvement. We're now helping the teachers instead of ticking the teachers off or bawling them out when we were sticking up for our children. . . . There's a different attitude of the principal over at [ ]. His attitude is better. So is mine.

It can be seen from the above comments that a great deal of the credit for the turnaround in the fortunes of Education North in Slave Lake is given to the coordinator, Mrs. Mary Rice. With grandchildren in all three Slave Lake schools, she has a rich and unique fund of experience to call upon in performing her duties as coordinator. Her formal training is in the area of pastoral theology, and she has had considerable experience as a volunteer counsellor in the corrections field. She is also experienced in the skills of publishing, ranging from writing to the preparation of camera-ready copy. Counselling and communications skills are very important in the work of a coordinator, says Mrs. Rice.

> This is very important in working with grass-roots people. Head knowledge can get ahead of heart knowledge in this kind of work. [The former coordinator] was confused by having to meet people. It never confused me. I just walk out and meet them. . . . On the other hand, his planning and program development were excellent. Doing that was way over my head. ...

> At first I was set back by the thought of working with the school staff. I had them up there on a pedestal. . . . I was scared of the job initially. I didn't want it. . . . But I have no problem now. I've never been put down. . . . You have to be able to sit back and listen, and not pile into things. . . . You need patience.

When the people associated with the Slave Lake project were asked to comment on the future of Education North, support was expressed for the continuation of the Education North program in Slave Lake. Furthermore, there was support -- with one notable exception -- for maintaining some degree of autonomy for the local Education North organization in its relationships with the schools.

One principal took the position that his school could make better use of the money that now goes to Education North by employing a school-based social worker who would have the time to visit homes when, and as, problems arise.

Another variation on the present pattern was suggested. This variation asserts the importance of maintaining the autonomy of Education North from the school system but also takes the view that the local Education North board is largely a figurehead. According to this proposed alternative way of doing things, the coordinator would act as a field worker in the local community under the supervision of the provincial Education North organization.

These seem to be minority views, however. The general view is supportive of the local education society idea, despite the problems encountered over the past three years. Having the organization community-based gives the Society "community clout" in the words of one principal. The majority view seems to be that this "community clout" is essential for a program which seeks to build relationships between school and community.

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CHAPTER X

THE WABASCA-DESMARAIS EDUCATION NORTH SOCIETY

The short, troubled life of the Wabasca-Desmarais Education North Society has been instructive in its own way for observers of the Education North concept. This was the only project terminated by Ministerial action, and prior to its termination the Society had not been able to implement a program in any systematic way. In the face of these facts, the claim for instructiveness may seem dubious. In fact, the project has much to teach regarding the quality of community support and leadership needed for a successful Education North project. The Wabasca-Desmarais project did not enjoy community support and did not have the kind of leadership which might have fanned the embers of community indifference, if not into flame, at least into a few vigorous sparks. To understand why this project unfolded in the way it did, an understanding of the community it was designed to serve is necessary, and so it is with the community that this chapter begins.

Background

Wabasca and Desmarais, although separate hamlets, tend to merge over an approximately twenty square-kilometer area and are usually considered to be a single community. The Bigstone [Wabasca] Indian Reserves are adjacent to Wabasca-Desmarais and are also considered to be part of the community.

Wabasca-Desmarais is located approximately 400 kilometers north of Edmonton and may be reached via Highway 2 (to Slave Lake), followed by 150 kilometers of gravel highway. There is a gravel air strip but no public transportation other than taxi and ambulance service.

1. Population. One-half of the total population of approximately 1600 persons live on the Bigstone Reserves and the other half, who are non-treaty Natives for the most part, live in Wabasca-Desmarais. There is considerable transiency in the area with people moving among the reserves and the settlement, and between the area and such places as Slave Lake, Fort McMurray, and Edmonton. Approximately one-half of the Native population have treaty Indian status. The total non-Native population is less than one hundred.

Serious rifts and hostilities between organizations and community factions are characteristic of the area.

Historical records indicate that the Lesser Slave Lake area was essentially empty of human population prior to 1780 and that the vacuum was initially filled by Ojibway and Atauwau Indian trappers whose lives were lived in close association with the trading posts, and eventually by the more independent Cree.

The Cree of the region north of Lesser Slave Lake advanced from Lac La Biche by way of Calling Lake between 1800 and 1850. At the same time a family of Beaver Indians moved from the Pouce Coupe region. The surname Beaver, which is frequently encountered in the Wabasca area, reminds us of this early Beaver settlement. The Cree language became the language of the area through intermarriage.

2. The Economy. There is a very low level of economic activity in the Wabasca-Desmarais area. In addition to the teachers, there are approximately fifteen non-Natives and ninety Native people who have full-time employment in the community. Most of the employed people are in public service occupations.

Among those who do not have full-time occupations, some have part-time employment and many depend on social assistance. Most families have a trapline and there is some seasonal employment in lumbering, fish and game, and fire-fighting.

3. Education. There are two schools in the area, both of which are operated by the Northland School Division: St. Theresa School in Wabasca which offers grades 1 to 6 to 280 students, and Mistassiniy (the Cree word for big stone) School in Desmarais which offers grades 1 to 12 to 260 students.

These schools were operated by the Anglican and Roman Catholic churches for some sixty years prior to 1960 when they were taken over by the Alberta government and administered by the Northland School Division.

Another school, St. Martin's Indian Residential School at Desmarais, which had been a mission school, was closed in 1973 and converted into a community centre by the Bigstone Band. When a November 1979 fire destroyed a major part of Mistassiniy School, the community centre had to be pressed back into service as a school.

In the past most students dropped out of school at Grade 6 but, in recent years, more students are remaining in school until Grade 9. Very few students complete high school.

The Society in June 1980

Work towards establishment of the Wabasca-Desmarais Education North Society began in January 1979 when a public meeting was held to discuss the project. Key persons in the development of a proposal for submission to the Minister's Advisory Committee were Lorna Gladue and Janice Dean.

Lorna Gladue had been appointed by Jerry Hunt, the local Opportunity Corps supervisor, in June 1979 as a community development facilitator to assess community views about the Education North project. Janice Dean, who had recently been appointed as the assistant coordinator in the High Prairie office of Education North, assisted Lorna Gladue and a community group, the membership of which varied from meeting to meeting, to identify needs and to write the proposal.

By mid-September the proposal was ready for submission to the Minister's Advisory Committee, and in early October approval in principle for a Wabasca-Desmarais Education North project had been given. Work towards finalizing details of the project was dealt a severe blow, however, when the new Mistassiniy School and Health Centre were destroyed by arson on November 3. Although the local Education North project committee was re-convened in late November and work went on as before to prepare the additional detail needed for final confirmation of the project by the Minister's Advisory Committee, the school arson

incident seemed to have two negative effects on the Wabasca-Desmarais project: (a) an overall demoralizing effect on the teachers and parents most interested in working towards improvement of school-community relationships, and (b) a diversion of energies away from the pursuit of Education North objectives to the immediate, pressing requirements of replacing the facilities that had been destroyed.

Whether it was for these reasons alone, or whether (as now seems likely) other factors were involved, the Wabasca-Desmarais Education North Society made only a few halting steps towards active operations in the spring of 1980.

a. In early March the officers of the Society were elected at a community meeting attended by about ten people. (An attempt to elect officers at a community meeting some weeks earlier had failed when only three persons appeared.) The Board was constituted as follows: Terry Lusty - president, Cheyenne Cardinal - vice president, Sharlotte Kiss - secretary, Philip Nanemahoo, Paul Gladue, Kathy Gullion, Sharon Russell, and Jim Sharpe. Three members of the Board were teachers: Terry Lusty, the president, Sharon Russell and Jim Sharpe. At the time of the Board elections, stability of Board membership seemed to be assured, because only Jim Sharpe had plans to leave the community at the conclusion of the school year.

b. A coordinator, Mrs. Cecile Young, was appointed in mid-June.

c. As of the end of June no program activities had been implemented. Terry Lusty, the Society's president, reported that he was trying to bring the Board together to discuss priorities for Mrs. Young's work during the summer.

d. The President seemed to have a clear view of where the Society should be headed. Five areas of programming were envisaged: (a) community use of school facilities, (b) job career counselling, (c) activity chaperones, (d) community involvement in cultural activities, and (e) development of a community resource inventory. But no steps in these directions had yet been taken.

Significant Organizational Events, 1980-1981

On April 24, 1981 the Minister of Education, David King, wrote to Terry Lusty, the president of the Wabasca-Desmarais Education North Society, to terminate the agreement whereby the Society was recognized to be a participant in the provincial Education North program. In his letter the Minister noted the lack of "sustained interest, locally, to enable the project to function as intended." With this decision to withdraw provincial recognition and to terminate funding, the Wabasca-Desmarais Society lost the resources necessary for effective action. A review of its operations over the 1980-1981 year reveals that the Society had lost its potential for effective action some months before the Minister's decision, if indeed it ever had the potential.

From the outset the Society was plagued by problems which in their nature were not unique to Wabasca-Desmarais. What was unique about the Wabasca-Desmarais situation was the severity of the problems and the inability of the Society's leaders to cope with them. Three clusters of problems can be identified:

1. Winning Community Support. The most obvious indicator of the failure of the Wabasca-Desmarais Education North Society to win community support was its inability to constitute a Board. Terry Lusty, the president of the Society, had intended to convene a meeting of the Board prior to the conclusion of the 1979-80 school year. This meeting was not held, and Lusty and the other teachers left the community for the summer. In the absence of the president and several other Board members, the Board was inactive over the summer months, and Cecile

Young, the coordinator, was left to her own initiative. She used this time to talk to community people about the goals of Education North and to compile a parent resource inventory of about twenty persons.

The teachers on the Education North board, Jim Sharpe excepted, returned to the community in the autumn but two other Board members, Cheyenne Cardinal and Sharlotte Kiss, did not. Thus it was necessary to find a new vice president and secretary-treasurer, and a replacement for Jim Sharpe.

As events were soon to reveal, the problem with Board membership was even more severe than seemed initially to be the case. A quorum of Board members could not be achieved at either the September or October board meetings.

In November two further meetings were scheduled. Some details of the first meeting are relevant. The meeting was held at Cardinal Point Hall, a lantern-lit log structure heated by a simple wood stove made from a steel barrel. There was no agenda, no minutes, and for the third time that autumn no quorum. The participants had difficulty in hearing each other because of the spluttering of the fire and the cries of toddlers at play.

David Young, the Education North coordinator, was in attendance. "You have a Society which isn't a Society," he said. At that moment he was close to the point of deciding that a recommendation be brought before the Minister's Advisory Committee to terminate the Wabasca-Desmarais Society. Observers report that his message seemed to strike home. Two decisions for action were made: Jerry Hunt, assisted

by Cecile Young, would seek to recruit new members of the Board; and an immediate follow-up meeting, scheduled for one week later, would be held.

The next meeting, as it turned out, was not held until early December. Five persons prepared to serve as Board members were present at this meeting, the first time this had been achieved since the inception of the Wabasca-Desmarais Education North Society. These persons were: Terry Lusty, the president, Albert Yellowknee, Philip Nanemahoo, Sharon Russell, and Greg Gourlay. Three of the five -- Lusty, Russell, and Gourlay -- were teachers. Cecile Young was absent because of illness.

Several program ideas were discussed. Philip Nanemahoo suggested that Sunbear be invited to perform but this suggestion was lost in the discussion of Terry Lusty's suggestion that Maria Campbell and Shannon Two-Feathers be invited to the community. Albert Yellowknee recommended that the Society sponsor evenings of old-time dancing but no support for this idea was offered. The decision taken some months before to create a cultural display room in the Desmarais Centre was reaffirmed. A mid-December meeting date was agreed upon at which goals and objectives would be discussed. Cecile Young was to organize this meeting but was not told of this decision and the meeting was not held.

A quorum was again not achieved at the January meeting of the Board. The four Board members present discussed the Society's goals and objectives paper. Further planning was done for the Campbell/ Two-Feathers event. Observers present at this meeting could not help

but note the overt conflict between the president and the coordinator. From the president's perspective, the coordinator was not working sufficiently hard. In turn, the coordinator asserted that she had been seeking direction and not getting it.

The arrangements for the February 6th visit of Shannon Two-Feathers and Maria Campbell were finalized at an early February meeting. Furthermore, Cecile Young was given direction in collecting stories, artifacts, and photographs for the proposed cultural resource centre.

The visit of Campbell and Two-Feathers to Wabasca-Desmarais was very successful. During the day, a school assembly was held at which Shannon Two-Feathers sang, and Maria Campbell read from her writings and encouraged students to do their own writing. A public performance was held in the evening with some two hundred people from the community in attendance.

At the March meeting of the Board the annual meeting of the Society was scheduled for March 16th. Cecile Young was asked to seek out persons who would be willing to serve on the new Board.

The annual meeting of the Wabasca-Desmarais Education North Society was attended by seven residents of the community, three of whom were teachers -- Lusty, Russell, and Gourlay. The four community people present at the meeting were new to the project. Cecile Young, the Society's coordinator, was herself absent from the meeting. Her absence, and the disappointing turnout of community members, could in part be explained by the unfortunate choice of dates for the annual meeting. The march of the Bigstone Band on Edmonton to publicize the

needs of the community and to muster public support for substantially greater financial support from the federal Department of Indian Affairs had begun earlier that day.

At the suggestion of Janice Dean, who was representing the provincial Education North office at the meeting, it was decided that this would not be considered as the annual meeting. Instead, Terry Lusty reviewed the Society's goals and plans for the four people new to the project, and there was some discussion of possible next steps. At Janice Dean's urging no date was set for another attempt at an annual meeting until an assessment could be made by the provincial Education North office of the community's readiness to persist with the project.

In the meantime, the Minister's Advisory Committee had affirmed that one more attempt should be made by the provincial Education North coordinators to activate the Wabasca-Desmarais group. The aborted annual meeting may have been that last attempt. In late March David Young, the provincial Education North coordinator, telephoned Alberta Education in Edmonton to put a hold on the first cheque payable to the Wabasca-Desmarais Society in the new (1981-1982) fiscal year beginning on April 1, pending one last attempt to activate a Board. With no further action on Young's part nor on the part of the Minister's Advisory Committee, Minister of Education David King terminated the Wabasca-Desmarais project by his letter of April 24th.

Subsequent to the Minister's action, the provincial Education North staff made several attempts to "close the books" on the Wabasca-Desmarais Society without success, because of inaction on the

part of the Society's president. Education North funds remained frozen and inaccessible to the provincial organization for several months. Eventually, however, the unused funds were returned -- although expended funds were not completely accounted for -- and the curtain was rung down on the Wabasca-Desmarais project.

2. Developing a Leadership Team. The events outlined above detail the failure of the Wabasca-Desmarais Education North Society to develop a firm base of community support. Assessment of the circumstances surrounding this failure leads to the conclusion that it should be attributed, in major part, to community characteristics. During the period reviewed in this report Wabasca-Desmarais was a volatile community. The March of the Bigstone Band referred to above is indicative of the frustration and helplessness experienced in a community faced with seemingly irresolvable social and economic problems. The situation had been further complicated by the stalemate of efforts to rebuild Mistassiniy School. The Bigstone Band Council had been insisting on having its voice heard in planning the program to be offered in the new facility. Until a way could be found to satisfy the Band Council that it was being listened to by the Northland School Division, the federal funds earmarked for rebuilding the school would not be released and the stalemate would persist. Tensions and antagonisms were accumulating.

It could be argued that regardless of the quality of local project leadership, success would be difficult to achieve in circumstances such as prevail in the Wabasca-Desmarais community. Granting all of this, it

is nevertheless the case that the failure to develop a cohesive leadership team was a factor contributing to the ineffectiveness of the Wabasca-Desmarais project. Sound mutually supportive relationships did not develop:

-- between the president and the coordinator -- the one claiming low productivity; the other, lack of direction. (The similarities between these claims and those reported in the early years of the Slave Lake project are evident.)

-- between the president and the other Board members, with the interfering factor seemingly the single vision of the former and his inability to build a collective vision for the Society which could be shared by all members.

3. Effective Planning and Management. Apart from the volatility of the community and the effect this had on building community support for the Education North project, and the personal factors which interfered with the development of an effective leadership team, one other factor stands out in analyzing the rise and fall of the Wabasca-Desmarais project -- the inefficiencies in planning and management of the project. Repeatedly, key items of information were not communicated to key persons, meetings had to be re-scheduled, and agenda and minutes were not prepared.

Because of the basic, simple nature of these tasks, the fact that they were so often not done well by persons capable of doing such work very well leads to the surmise that the factors discussed above -- the lack of community support and the conflicts between the Society's leaders -- were so affecting the morale and commitment of persons in the Society's leadership positions that they were unable to perform even simple tasks at a consistent level of competence.

Concluding Remarks

The analysis presented above reaffirms the importance of community support and a strong, cohesive leadership team if Education North is to succeed at the local community level. In Wabasca-Desmarais efforts to build strong community support were negated by historical factors, bad luck (the Mistassiniy arson incident), and local politics (the Bigstone Band - Department of Indian Affairs - Northland School Division triangle).

Stronger local leadership for this Education North project could perhaps have compensated partially for these circumstances which were draining away community support. A sharper project focus might also have helped. But these are speculations. The Wabasca-Desmarais project has shown us that, given the leadership resources available, and given the particular circumstances of the community, there are definite limits to what can be accomplished by the local education society strategy. This strategy is not simple and the demands it places on persons inexperienced in the management of organizations -- even small organizations -- are substantial. In circumstances such as those of the Wabasca-Desmarais community, a different approach to building school-community relationships, one which places fewer demands on potential leaders, should be considered.

* * *

CHAPTER XI

SUMMARY

In the preceding seven chapters, we have described in case study form the activities and accomplishments of the local Education North societies from the time of their initiation to June 1982. Except in the few instances where a departure was necessary, we have followed a consistent pattern in presenting the case studies. First of all, community characteristics and local educational services were discussed briefly to provide a context for the presentation of material directly relevant to the activities of the local education society. Secondly, the state of each society at the end of the last reporting period (June 1981) was reviewed. In the third and fourth sections, respectively, significant organizational events and the society's program of activities in 1981-1982 were outlined and commented upon, with special emphasis being placed on community involvement and leadership. The concluding section of each case study was made up of a summary and comments regarding future prospects of the society.

A six-stage developmental typology is presented in Table 6 in this report as a basis for identifying the present stage in the development of each local education society. In Figure 4 the current status of each society is presented graphically, in juxtaposition with the last two years' statuses for ease of comparison.

In the discussion of the stages of development typology in the First Annual Report, it was noted that:

> . . . progress from stage to stage is not necessarily uniform and secure. Progress may be halting, especially at the early stages, and then great progress may be made quickly. On the other hand, it is possible that because of a severe organizational crisis -- for example, a key program experiences failure -- a society which had been functioning at [a higher level] may slip back to a [lower].*

An inspection of Figure 4 reveals that these predictions have been confirmed over the three years of the project. The two societies -- Lac La Biche and Little Red River -- which were at the fine tuning stages at the end of the second year continued to make progress in fine tuning their operations. Two societies -- Fort Vermilion and Fort Chipewyan -- have not moved from the active program operations stage which they were at last year. One society -- Slave Lake -- moved up dramatically from early operations to active program operations after it had regressed a stage during its second year of operating. Atikemeg, after progressing well during the second year of the project, regressed from early implementation to early operations.

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* E. J. Ingram and R. G. McIntosh, The First Annual Report of the Education North Evaluation Project, p. 116.

TABLE 6

Stages in the Development of Local Societies

Stage	Description
I. Testing phase	This includes the initial community meeting at which the Education North idea is presented, and may extend a step beyond if a group is established to test further the idea of the Education North program.
II. Initial organization	After gaining approval in principle for its program proposal, the community group proceeds to the election of officers, registration as a society, and writing a Schedule A.
III. Early operations	The Board of the society appoints a coordinator, takes steps to establish program priorities, and begins the recruitment of community persons to implement its program.
IV. Early implementation	At least one program of the society has been implemented. The organizational problems associated with active operations are being addressed and tentative solutions are being found.
V. Active program operations	A number of program activities are under way, not necessarily with the same degree of success. The organization is healthy but major problems such as succession of leadership must still be resolved. Program assessments, formal or informal, are under way and steps are being initiated to strengthen the less effective program elements.

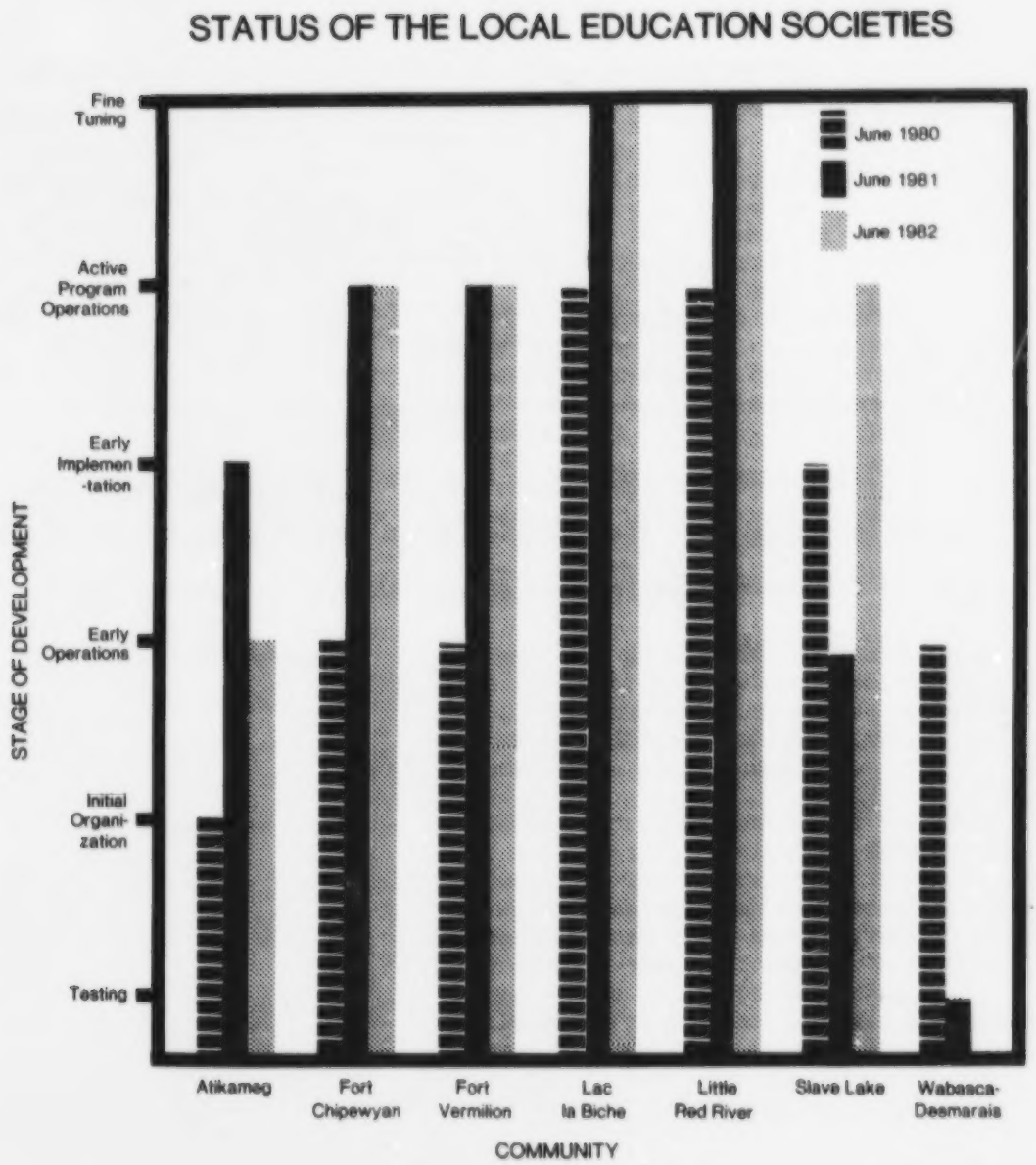
TABLE 6 (cont'd)

Stage	Description
VI. Fine tuning	Program activities have been evaluated and less effective activities have been upgraded or eliminated. There is general confidence regarding the competence of the society, both internal to the organization and external to it. Organizational problems, including leadership succession, have been handled successfully. The Board begins its search for "new mandates."

This brings to a conclusion Part Two of this report. In Part Three, the effects of the Education North project are assessed by using the data gathered from teachers and parents in the baseline and follow-up studies.

* * *

FIGURE 4


STATUS OF THE LOCAL EDUCATION SOCIETIES
Fine Tuning
Active Program Operations
Early Implemen -tation
Early Operations
Initial Organi- zation
Testing
STAGE OF DEVELOPMENT
June 1980
June 1981
June 1982
Atikamag
Fort Chipewyan
Fort Vermilion
Lac la Biche
Little Red River
Slave Lake
Wabasca- Desmarais
COMMUNITY

PART THREE

QUANTITATIVE ASSESSMENTS, ISSUE ANALYSIS AND CONCLUSIONS

CHAPTER XII

THE EFFECTS OF EDUCATION NORTH:

A QUANTITATIVE ASSESSMENT

Introduction

In the case study section of this report we dealt with the implementation of the Education North project. In this chapter we deal with the impact of the project as measured by the quantitative data gathered from parents and teachers. (The reader is reminded that these quantitative data provide only one means of assessing overall impact. A different kind of assessment is provided by the issue analysis in Chapter XIII.)

In this chapter an answer to the following question is being sought: to what extent are the Education North societies having an effect on the communities in which they are working, as called for in the statements of purpose drafted for this pilot project? The question is deceptive in its simplicity. Our approach in answering it was as follows:

a. Using the written statements of Education North purposes and objectives, supplemented by interviews with the various people who played key roles in drafting these statements of purpose, we drafted a teacher questionnaire and a parent interview schedule.

b. The questionnaire and interview schedule were used to gather data from teachers and parents in the spring of 1980. These data, once analyzed and organized, provided a baseline assessment of the state of community-school relationships in the Education North communities.

c. The same data gathering procedures were used two years later (in the spring of 1982), and a second profile of community-school relationships was developed.

d. Comparisons of the 1982 profile with the baseline assessment were undertaken as a basis for judgments about the impact of the Education North project.

In following this approach, a number of tasks had to be addressed, several of which are highly technical. We have chosen to present our findings in as non-technical a manner as possible. The detailed quantitative analysis, and the technical documentation associated with these analyses, have been presented in appendices.

The teacher questionnaire and parent interview are presented as Appendices B and C, and our data gathering procedures are outlined in Appendix D. The factor analytic procedures used in the generation of the indicators for the profiles of community-school relationships are discussed in Appendix E. The detailed composition of the indicators is shown in Appendix F.

The detailed quantitative analyses are presented in two appendices: the baseline profile of community-school relationships is presented in Appendix G and the comparison with the 1982 profile, in Appendix H.

There are three sections in this chapter. In the first we discuss the development of the indicators used in assessing the effects of the Education North project. In the second, we provide an overview of the approach used in the quantitative analyses and a sample application of the graphical and statistical procedures employed. In the third section the summary and conclusions are presented.

The Development of Indicators

Background

The idea of indicator, and the role of indicators in assessing the effects of the Education North project on community-school relationships, can be clarified by an analogy.

Suppose you were interested in studying the effects of temperature on a gas in an enclosed space, an automobile tire, say. You might note the outdoor temperature on a household thermometer early on a cool morning, use a gauge to measure tire pressure, and repeat the measures at mid-day. A sensitive pressure gauge will probably register an increase in pressure, as a result of the increased temperature of the air enclosed in the tire.

The scales on the tire gauge and the thermometer are the indicators. They enable the observer to take readings of changes in temperature and pressure. The thermometer and the tire gauge are data gathering instruments and are analogous to the questionnaire and interview schedule used in this study.

The analogy is not by any means precise, however. There are two important differences. The first is precision. The measures taken by a thermometer and pressure gauge are reliable and precise indications of the variables of interest to the observer.

The second difference is more complex. The pressure gauge, as a data gathering instrument, takes measurements of one variable -- in this case, pressure. The questionnaire and interview schedule, by contrast, yield as many variables as questions that are asked. Furthermore, additional variables can be generated by clustering questions which elicit a common response pattern from respondents. This procedure for

creating clusters of questions -- and the underlying, more fundamental variable suggested by the cluster -- is known as factor analysis.

These differences aside, the multiple variables for which measurements can be made using the responses from questionnaires and interview schedules are indicators, just as the scale of a pressure gauge is an indicator. Where the readings on the latter can be used to track the effects of temperature on an enclosed gas, so also can readings from the former yield indications of the effects of the Education North program in the various project communities.

The Indicators

Twelve indicators have been selected for tracking the effects of the Education North project. A factor analysis procedure (as described in Appendix E), applied to the data gathered in the 1980 baseline study, was used in this selection process. These factor analyses yielded six factors from the questions asked in the teacher questionnaire and four factors from the questions asked in the parent interview. These ten factors were supplemented by two questions from the parent interview, selected because of their obvious centrality to the concerns of the Education North project, to make up the twelve indicators used in the data analysis.

These twelve indicators, their source and nature, and a brief description of each, are presented in Appendix F.

In summary, the twelve indicators used in the data analysis to assess the effects of the Education North project are as follows.

Teacher Satisfaction Indicators

I. Student attendance and punctuality

II. Student behavior and the school

III. Community support

IV. Community life

Parental Involvement and Communication Indicators

V. Parental interest and involvement

VI. Parent-teacher communication

Parental Perception Indicators

VII. Parental communication and participation

VIII. Support for the school

IX. Quality of the school-community relationship

X. Satisfaction with the school

XI. Importance of local content in the school program

XII. Feeling of efficacy

The Approach Used in the Quantitative Analyses

Overview

The quantitative analyses were carried out in the following way:

1. Establishing the 1980 Baseline Profile. Baseline profiles of teacher and parental perceptions were established using the twelve indicators. These showed that teachers, on the average, were lukewarm in their satisfaction with school-community relationships, according to the variables measured by the teacher satisfaction indicators, and that

they perceived low levels of parental involvement and communication with the schools. Parental perceptions were more variable. Parents confirmed teacher reports of low levels of parental participation and communication with the schools, for example. To choose a second example, a surprising one, parents reported a high level of satisfaction and support for the schools. The detailed presentation of the baseline profiles is given in Appendix G.

2. The Sub-Group Effects. The data gathered for the baseline profiles were then re-analyzed with two questions in mind. Are there different tendencies in the profiles of Native and non-Native respondents? Are there regional variations in the baseline profiles? Specifically, is the baseline profile for "remote" communities different from that of the less remote communities?

These analyses revealed that, indeed, there are differences between the average scores of the sub-groups, both when Native respondents are compared with non-Native respondents, and when respondents from "remote" communities are compared with respondents from the less remote communities. Detail of these analyses are also given in Appendix G.

3. The Follow-Up Studies. In the final phase of the quantitative analyses, the data gathered in the 1982 follow-up surveys were compared with the data presented in the baseline profiles. Comparisons were made on a total group basis and on the basis of sub-groups. Eight sets of comparisons were made, three based on the responses provided by teachers, five based on the parental responses. A sample application of the graphical and statistical procedures employed in making these

comparisons is presented in the next section. The complete discussion of the follow-up studies can be found in Appendix H.

A Sample Application

We have chosen for our sample application the comparison between parental responses in 1980 and 1982. The comparison is done in two ways, first by using a histogram which reveals to casual inspection that, indeed, the profile in 1982 is different. But could these differences simply be the result of random factors associated with sampling? The second method of comparison, the analysis of variance table, addresses this problem. Careful interpretation of such tables can help the researcher avoid misleading conclusions about "differences" which may only be an artificial result of sampling.

Comparison between 1980 and 1982: All Parents

The all-parent comparisons between average scores reported in 1980 and 1982 are shown in Figure 5, and the findings of the analysis of variance are reported in Table 7. The statistically significant differences are noted as follows:

Indicator VIII: support for the school

Indicator XI: importance of local content in the school program

Indicator XII: feeling of efficacy.

In summary, for three of the six indicators there are statistically significant differences between the 1980 and 1982 average scores. In all three cases, the average scores in 1982 are higher.

FIGURE 5

PARENTAL PERCEPTION INDICES: COMPARISON BETWEEN 1980 AND 1982

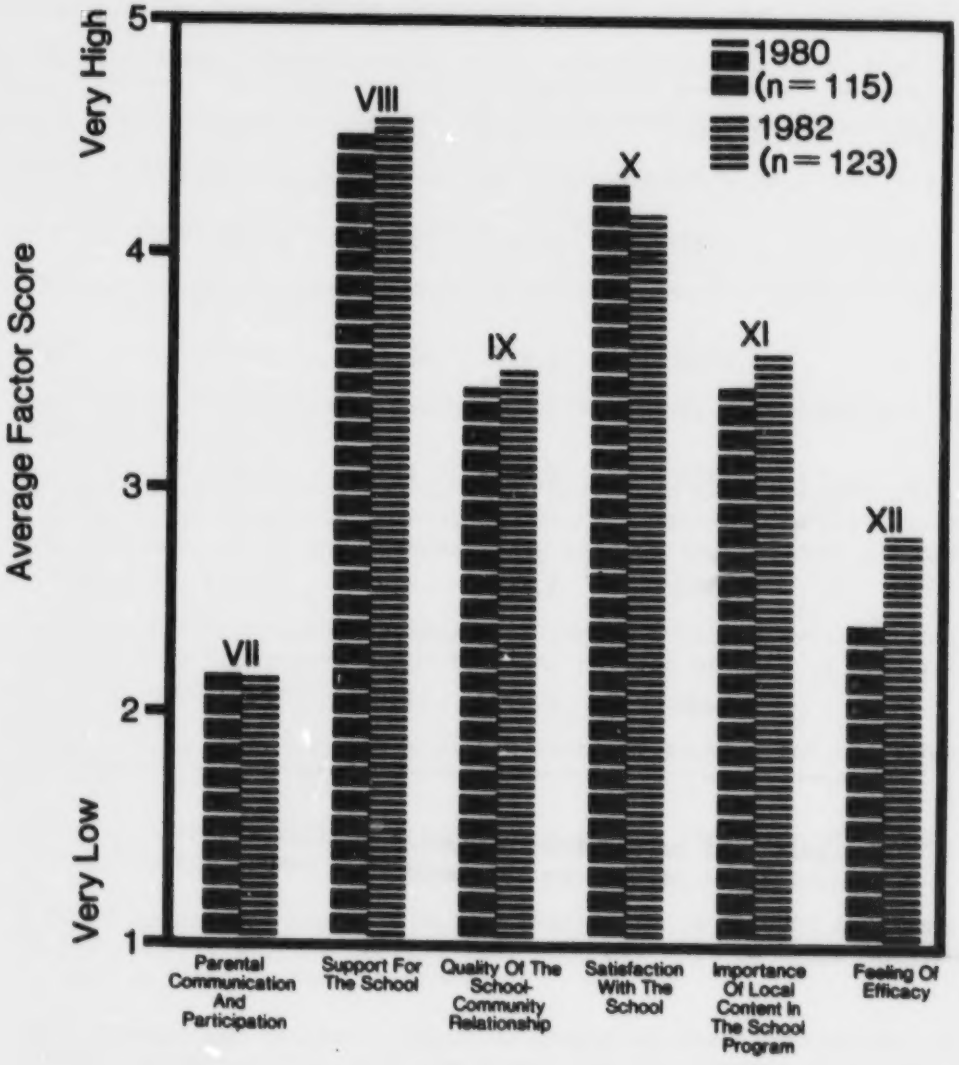


TABLE 7

Parental Perception Indicators: Comparison between 1980 and 1982

Analysis of Variance

Indicator	Average Factor Score 1980	1982	T-Value	Probability	Significance
VII	2.2391	2.1585	0.62	0.539	n/a
VIII	4.5333	4.7127	-2.42	0.017	*
IX	3.4130	3.4797	-0.47	0.637	n/a
X	4.2870	4.1694	1.26	0.209	n/a
XI	3.1150	3.5528	-3.37	0.001	* *
XII	2.4425	2.7724	-2.05	0.042	*

* Significant beyond the .05 level
* * Significant beyond the .01 level

Summary and Conclusions

The findings of the quantitative analyses have been summarized and presented in Tables 8 and 9. The reader will note that the summary takes account not only of statistically significant differences, but also tendencies, i.e., change in average scores which does not meet the test of statistical significance. These tendencies have to be treated cautiously but, in our estimation, they do supplement the statistically significant differences in such as way as to present a more complete picture of change between the 1980 and 1982 profiles.

The following conclusions have been drawn from the summaries of findings.

1. Teachers in 1982 are more satisfied with student attendance and punctuality.

2. Teachers living in "non-remote" communities in 1982 are more satisfied with the school in general and student behavior in particular. The tendency is for the reverse to be true in the "remote" project communities.

3. Teachers in "non-remote" communities report a higher level of satisfaction with "community support." The reverse of this is true for "remote" communities.

4. Parents as a whole express a higher level of support for the school in 1982.

5. Parents in 1982 attach more importance to the inclusion of local content in the school program.

6. Parents in general report a higher average score in 1982 for feeling of efficacy, i.e., the feeling that they are able to bring influence to bear on what happens in school.

7. Both parents and teachers report no change in their perceptions of parental communication with the school and involvement in school activities.

TABLE 8

CHANGE IN THE INDICATOR SCORES
FROM 1980 TO 1982: SUMMARY OF TEACHER DATA

	Indicators	Direction of Change Between 1980 and 1982		
		All Teachers	Teachers in Remote Communities	Teachers in Non-Remote Communities
I.	student attendance and punctuality	⇑*	↓	⇑*
II.	student behavior and the school	NC	↓	⇑*
III.	community support	↑	⇓*	⇑*
IV.	community life	↑	NC	↑
V.	parental interest and investment	NC	↓	NC
VI.	parent-teacher communication	NC	NC	NC

Symbols

NC no change

⇑* positive change which is statistically significant

↑ positive change which does not meet the test of statistical significance

⇓* negative change which is statistically significant

↓ negative change which does not meet the test of statistical significance

TABLE 9

CHANGE IN THE INDICATOR SCORES
FROM 1980 TO 1982: SUMMARY OF PARENT DATA

	Indicators	Direction of Change Between 1980 and 1982				
		All Parents	Parents in Remote Communities	Parents in Non-Remote Communities	Native Parents	Non-Native Parents
	Parental perceptions of:					
VII.	parental communication and participation	NC	NC	↓	NC	↓
VIII.	support for the school	⇑*	⇑*	NC	↑	↑
IX.	quality of the school-community relationship	↑	NC	↑	NC	↑
X.	satisfaction with the school	↓	↓	↓	↓	NC
XI.	importance of local content in the school program	⇑*	⇑*	↑	⇑*	⇑*
XII.	feeling of efficacy	⇑*	↑	⇑*	↑	↑

Symbols

NC no change

⇑* positive change which is statistically significant

↑ positive change which does not meet the test of statistical significance

⇓* negative change which is statistically significant

↓ negative change which does not meet the test of statistical significance

8. The parent data show a tendency towards a higher quality in the school-community relationship as viewed by parents, especially non-Native parents and parents in non-remote communities. This is supported by teacher data which show a tendency towards higher levels of satisfaction with community life.

9. The parent data also show a tendency towards a lower level of satisfaction with the school.

* * *

CHAPTER XIII

ISSUE ANALYSIS

Introduction

In review, the Education North project can be understood as a field test of a particular kind of citizen involvement strategy -- the local education society strategy -- which is directed towards the solution of educational problems in the north.

The answers to a number of questions are being sought by the project evaluators. At the most basic level, the question is: Will the strategy work at all? Is it possible for local education societies to organize themselves and sustain an ongoing program of self-initiated activities? At the next level, the evaluation team is asking: What conditions or circumstances seem to be associated with effective local society operations? Finally, and here the data gathered in the evaluation project will only be suggestive of answers: considered alongside other strategic alternatives (such as the community school) to what set of problems or in what set of circumstances does the local education society strategy seem most appropriate?

A major responsibility of the evaluation team is to advise the Minister of Education as to future courses of action, based on the data gathered in the evaluation project and from other sources and

experiences. In an accompanying policy paper, the team has organized its advice according to a framework which emphasizes strategic alternatives; within this framework Education North, as a particular kind of citizen involvement strategic alternative, is included.

As part of the assessment of Education North, issue analysis has been used. A summary of the issues identified in 1980 (First Annual Report) and updated in 1981 (Second Annual Report) are presented in Tables 10 and 11. This is followed by a summative analysis of issues after three years of project operations.

In the 1980 annual report of the Education North Evaluation Project, eight issues implicit in the operation of the local education societies and the Education North project as a whole were presented and discussed. A summary of these issues is presented in Table 10. In the 1981 annual report three issues were re-analysed and consolidated and additional ones added. A summary of these is presented in Table 11.

TABLE 10

SUMMARY OF ISSUES

(1980 Annual Report)

Issue	Discussion
I. Accountability and Responsiveness	I. Education North is a strategy which seeks to motivate and support local educational improvements by harnessing the energies that are released when people tackle problems that are important to them. Implicit in the Education North strategy is a commitment to responsiveness in relation to the needs, wants, and competencies of local communities. On the other hand, local societies are to be accountable to Alberta Education, the funding agency, for the activities they have contracted to carry out and for spending their funds in a responsible manner. This requirement for accountability and the goal of responsiveness need not conflict; indeed, the dual requirements, if they are properly balanced, may establish a climate of positive discipline for the operating agency. In June 1980 it was the evaluation team's contention that the requirements for financial accountability were such as to interfere seriously with the operations of local societies. Far from there being a climate of positive discipline, there was obstruction.

TABLE 10 (cont'd)

Issue	Discussion
II. The Role of the Local Coordinators	II. There is general agreement as to the importance of the position of local education society coordinator and there is agreement as well as to the characteristics of an ideal coordinator. The position becomes an issue when terms of appointment are not clarified, when the relationships with the board have not been worked through and accepted by both parties, when people with inappropriate skills are appointed, and when a new board does not understand or accept the arrangements made by a previous board. The evaluation team suggested in June 1980 that high priority be given to clarification of roles and relationships by boards and their coordinators.
III. The Role of the Human Resource Professional	III. Most projects aimed at community or organizational development, in which grass-roots involvement is emphasized, make use of human resource professionals -- that is, persons with skills in managing and facilitating the work of groups. The application of such skills was not emphasized in the initiation of the Education North project. This seems to have been a deliberate decision which had its roots in a concern that professionals, especially teachers and school administrators, would dominate as local education societies were seeking to find their directions. In June 1980 the evaluation team reported that the organizational problems faced by most of the societies could have been resolved more effectively if the assistance of "animateurs" had been available and the team recommended that societies make room for this kind of assistance.

TABLE 10 (cont'd)

Issue	Discussion
IV. Community Conflict	IV. In smaller communities such as those involved in Education North, conflicts within the community are more exposed and more difficult to manage than is the case in larger communities, because it is virtually impossible for individuals and groups with differing interests and goals to isolate themselves from one another when they live and work in close proximity. Conflict in the community becomes an issue in Education North when local societies take as a goal, or are forced by circumstances, to mediate conflict between community groups, or are viewed as pursuing the interests of one group to the detriment of another. In June 1980 the evaluation team noted the importance of effective conflict management in the Education North project and recommended that interest group concerns be met, at minimum, by inviting such groups to participate actively through representation on the board of the local society.

TABLE 10 (cont'd)

Issue	Discussion
V. Leadership in Volunteer Organizations	V. In order to survive, volunteer organizations such as the local societies in the Education North project must attract competent and motivated leadership personnel, maintain this leadership so as to ensure organizational stability, and provide for leadership succession without seriously disrupting the organization. These are difficult tasks for most Education North societies for several reasons: the leadership pool is small because of the size of the communities; a number of volunteer organizations are competing for the same pool of talent; and motivation is made more difficult by the breadth of the mandate and the uncertain future of the societies. In June 1980 the evaluation team noted a "chicken-and-egg" dilemma facing Education North: it takes good leaders to create the desired conditions for attracting good leaders. On the one hand it is difficult to attract potential leaders to an organization with an imprecise mandate; on the other hand, as the local societies become more stable and their mandates are sharpened, it should become easier to attract and hold good leaders. Training sessions were suggested as a means of increasing the pool of competent potential leaders.

TABLE 10 (cont'd)

Issue	Discussion
VI. Relationships with School Systems	VI. What role is appropriate for a school system in defining the nature of a local project and in managing the development of the project? What is the appropriate role for school system personnel at the leadership level in local Education North societies? To what degree should local projects have a school-focus as contrasted with a community-focus? The key emerging issue implicit in these questions is how to achieve the necessary autonomy for the small, relatively weak local education societies in relation to the large, well-organized, relatively powerful school systems with which they work, at the same time maintaining an equally necessary level of school system support and encouragement for the work of the local society. In short, the issue is one of balance between autonomy and support. In June 1980 the evaluation team expressed a concern that this balance will be difficult to maintain: school systems were showing tendencies towards withdrawing support and/or assuming control.

TABLE 10 (cont'd)

Issue	Discussion
VII. The Meaning of Involvement	VII. Community involvement has been a central idea guiding the design, implementation, and ongoing operations of the Education North project. Project planners emphasized a particular notion of involvement, namely involvement in the policy decision-making process of the local Education North boards. In the June 1980 report of the evaluation team it was noted that involvement had been given a number of interpretations by the local education societies as they worked out their programs during the first year of active program operations. These interpretations of involvement varied widely in terms of actual influence on policy decision-making. The evaluation report suggested that the situation could be understood in terms of a ladder of participation or involvement, the higher rungs of which would represent higher levels of involvement. ("Higher level" is to be understood in terms of amount of responsibility assumed, and/or the active, creative nature of the contribution.) The report went on to propose that the purposes of Education North can be understood in terms of encouraging more people to climb to higher rungs in the ladder of participation, and that involvement should be understood in an inclusive sense, rather than in the narrower sense of involvement in policy decision-making.

TABLE 10 (cont'd)

Issue		Discussion
VIII.	Specificity and Clarity of the Project Focus	VIII. The issue here has to do with the narrowness or breadth of the area staked out by each society, within which its program of activities is being developed, and the effects this has on the workings of the society. In the June 1980 evaluation report, several points were made in relation to this issue. Firstly, internal organizational problems seem to accompany the struggle to arrive at program priorities, a task made necessary by the relative breadth of the mandate assumed by each local society (other than Little Red River) when it came into existence. Second, the Little Red River Society can be distinguished from the other societies by its very specific project focus. Third, a sharply defined initial project focus is helpful in easing a society over early organizational problems. Fourth, if the local societies which started with a broader mandate can successfully handle these early organizational problems, they may be able to develop community leadership resources in a manner not being addressed to the same degree in the Little Red River project.

TABLE 11

SUMMARY OF ISSUES

(1981 Annual Report)

Issue	Discussion
I. Accountability and Responsiveness	I. The imbalance between accountability and responsiveness with respect to financial accounting, noted in the First Annual Report was dealt with effectively by giving more responsibility to the societies and by streamlining accounting procedures.
II. The Locus of Power	II. In the 1980 annual report this issue was discussed under the heading relationship with school systems. Although the substance of the issue remains the same, the phrase "the locus of power" pinpoints the real issue. The intent of the Education North strategy was to place two forms of power -- money and legitimacy in the eyes of the formal school system and the community -- in the hands of community groups. The experience in several Education North societies suggests that this locus of power does make a positive difference.

TABLE 11 (cont'd)

Issue	Discussion
III. The Dialectics of Voluntary and Retained Leadership	III. This issue area was dealt with in the 1980 annual report under the headings role of the local coordinator, role of the human resource professional, and leadership in voluntary organizations. The power of local educational societies is limited in two ways: (1) the support given by the local education authorities and (2) the fragility of societies as organizations. The degree of fragility is determined by the interest and commitment of volunteers, the leadership skills they have, the quality of staff employed, and the relationship between the volunteer leaders and the employed staff. The experience in the Education North societies would indicate the importance of (1) local selection of coordinators, (2) coordinators who are sensitive to community needs, and (3) the development of a good working relationship between the coordinator and the board of the society.

TABLE 11 (cont'd)

Issue	Discussion
IV. Education North as a Family of Strategies	IV. This issue area developed from the concerns raised in the 1980 annual report under the headings meaning of involvement and specificity and clarity of project focus, and reflects a growing recognition that Education North is not a single, homogeneous strategic alternative, but rather a cluster of alternatives. Three general types of strategies exist in the Education North Project: (1) the project strategy in which the society (Little Red River) plans and carries out a specific project, (2) the funding strategy in which the society (Lac La Biche) operates as an Education North in miniature by funding local community projects, and (3) the society-managed programs in which the Society (Atikameg, Fort Chipewyan, Fort Vermilion and Wabasca-Desmarais) organizes and conducts a series of activities and projects.

TABLE 11 (cont'd)

Issue	Discussion
V. Community Conflict	V. The concerns raised in the 1980 annual report relative to community conflict continued during 1981. A fairly high level of community cohesiveness and support is necessary if a society is to operate effectively. A project strategy may also be more viable than a society-managed strategy for societies in communities which exhibit more than minimum levels of conflict.
VI. The Future of Education North	VI. During the final stages of a pilot project or a temporary program, much of the energy available for the project is directed to problems of "succession," i.e., what is to come next? and how can we ensure continuance of successful programs? Concerns of this nature arose during 1981.

Summative Analysis of Issues

Our analysis of the concerns identified in 1982, combined with those identified in 1980 and 1981, has resulted in seven overriding issues which must be taken into consideration when developing intervention strategies with objectives similar to those established for Education North. These issues are: (1) accountability and responsiveness, (2) locus of power in the relationship of school and community, (3) the role and relationships of the local coordinator, (4) volunteerism, (5) Education North as a family of strategies, (6) community conflicts, and (7) "opportunities" versus "problems" orientation.

Accountability and Responsiveness

Maintaining an appropriate balance between responsiveness and responsibility has been a major concern from the beginning of the Education North project. The serious imbalance caused by the application of pre-audit procedures was corrected after the first year of the project. The problems in Fort Chipewyan because of audit difficulties and the inappropriate management of funds in Atikameg are further examples of this delicate balance between accountability and responsiveness. The maintenance of this balance will always be a concern in programs where public funds are used to stimulate the interest and involvement of community members at "the grass roots." If errors are to occur in operating such programs it is probably best that the error be on the side of responsiveness.

Locus of Power in the Relationship Between School and Community

Local education societies could not operate as intended -- with autonomy over funds and program and legitimacy in the eyes of both educators and the community -- without the active support of the schools and school authorities. Although this support has been expressed by the school systems involved in Education North, the level and nature of actual support has varied from year to year and from society to society. In Lac La Biche, for example, the support changed from cautious approval to enthusiastic, active support over the life of the project. In Little Red River, on the other hand, the situation changed from near domination by the school system at the beginning of the project to cautious support at the end of the third year when control of the project moved more into the hands of community leaders. The key question is how to achieve the necessary autonomy for the small, relatively weak local education societies in relation to the large, well-organized, relatively powerful school system with which they work, at the same time maintaining an equally necessary level of school system support and encouragement for the work of the local society. In the main, the Education North societies and their school partners have been fairly successful in maintaining a healthy tension between autonomy and support.

The Role of the Local Coordinator

The importance of the local coordinator in determining the direction and success of an education society was recognized from the beginning, not only by Education North officials but by the local societies

as well. The three-year history of Education North lends support to this view of the coordinator's role, and the experience of the various societies lends support to the following suggestions: (1) that local education societies select their own coordinator, with advice and assistance from provincial consultants; (2) that two necessary attributes of a coordinator are sensitivity to community characteristics and needs, and group leadership skills; and (3) that a good working relationship between the coordinator and the board of the society is necessary. The most important task of any society is the selection of a coordinator.

Volunteerism in Relation to Local Education Societies

In part at least the Education North strategy is built on volunteerism; local people are asked to volunteer their time and their skills to improve the quality of education for the children and adults of the community.

In large measure, volunteerism is a middle and upper class concept -- helping those less fortunate than yourself is a means of lessening some of the inequities in a class society. This concept does not have the same meaning, or the same allure, in a deprived or developing community, or in one beset by a high level of unemployment and dependence on social assistance. These people are not looking for ways of sharing their wealth or skills but for ways and means of enhancing their own economic status.

In several Education North societies (Atikameg, Fort Vermilion, Little Red River, and Fort Chipewyan), Education North is viewed somewhat as an industry; it brings money and employment into the community in the form of pay for the coordinator and resource people. With such communities in mind we suggest the following principle: a project which brings money into the community and distributes it in the form of salaries, honoraria and other pay for services has a much better chance for success and community support than does one which depends primarily upon volunteers.

Education North as a Family of Strategies

As reported in the Second Annual Report, Education North is not a single, homogeneous strategic alternative, but rather a cluster of alternatives. Three general types of strategies were implemented: the project strategy, the funding strategy, and the society-managed program strategy. Other strategic alternatives are also possible.

The choice of strategy to employ, depending upon the nature and needs of the community, was a key factor in the success or lack of success of Education North societies and their programs. The project approach seemed most successful in small remote communities, whereas the funding approach seemed more appropriate for a larger, more complex and geographically dispersed society.

Community Conflicts

Fairly high levels of community cohesiveness and support for human development programs is necessary in order for local education societies to operate effectively. This means the presence of some community pride and the absence of major rifts and disputes.

Although community conflict was an overriding issue in only one of of the societies, Wabasca-Desmarais, its presence did affect most societies in one way or another. It caused delays in programs, it affected the nature of some programs, and in some cases it caused the failure of programs.

A project or a funding strategy is probably most appropriate for communities where more than minimum levels of conflict prevail or where there is a lack of community cohesiveness. A coordinator with high levels of sensitivity and mediating skills is also necessary in such communities.

"Opportunities" versus "Problems" Orientation

The overall orientation taken by Education North officials and by society leaders contributed a great deal to project success. Many social intervention projects adopt a problems orientation: problems are identified (for example, truancy, alcoholism, drug abuse, unemployment, or illiteracy) and then efforts are made to solve them. This approach can reinforce feelings of inadequacy and hopelessness. It certainly does not produce feelings of community pride and enthusiasm for the future.

Education North encouraged an opportunities orientation: strengths and opportunities were to be identified and then efforts were to be taken to build upon these to improve the educational experiences of both children and adults. The rich history of Fort Chipewyan and Fort Vermilion, the varied cultural backgrounds of the people in Plamondon,

and the wealth of stories and legends in the culture of the people from Little Red River are examples of the opportunities exploited by society leaders. Many society leaders credit the success of their programs to this orientation.

* * *

CHAPTER XIV

CONCLUSIONS

The major objectives of the Education North Evaluation Project were:

1. to monitor the operation of the Education North project and its local education societies with respect to structures, functions, activities, and relationships;

2. to assess the structures, functions, activities, relationships, and outcomes of Education North and its local education societies with respect to the explicit and implicit objectives of the project; and

3. to develop policy alternatives based on the experiences and findings of the Education North project and the relevant literature to assist policy makers in selecting effective policies and programs for the future.

The findings from the monitoring activities were reported in Chapter I and Part II of this report.

The assessment of the project in terms of structures, functions, and relationships -- the extent to which the strategy was implemented and the issues growing out of project implementation -- is presented in the first section of this chapter.

Assessment in terms of the outcomes called for by the explicit and implicit objectives of the project is presented in the second section. The overall conclusions are presented in the third section. The policy alternatives are outlined in a separate publication.

The Implementation of the Education North Strategy

Two questions are addressed below:

a. To what degree was the Education North strategy implemented during the 1979-1982 experimental period?

b. What conditions are associated with effective implementation?

Degree of Implementation

We pause to establish the significance of the first question and the importance of answering it before proceeding to draw conclusions from outcome measures (a task which we address in the next section). Many evaluation projects are dependent solely on outcome measures. Said another way, the worth of a project is often judged according to the degree to which the predicted effects or outcomes of the project have been achieved, in the absence of careful study to ascertain the degree of implementation. When evaluators neglect to study the process of implementation, they may mistakenly conclude that a project has had little or no effect, and draw conclusions about the worth of a particular program, when in fact the program may have been only partially implemented. Part II of this report -- the case study section -- was undertaken specifically to provide an information base for assessing the degree to which the Education North strategy was implemented.

Five elements of the Education North strategy have been selected for the analysis of degree of implementation. These are presented in Table 12, together with a summary assessment of the degree of implementation. It is the evaluators' judgment that for four of the five elements -- (i) the provincial steering committee, (ii) the

operational guidelines for local projects, (iii) the provincial office services, and (iv) the local education societies -- implementation has been completely achieved. These four elements all serve as infrastructure for the locally sponsored program activities (element 5) which is the all-important operational element of the Education North strategy. The degree of implementation of the local programs, estimated in Table 12 to be in the 4-minus range on a 5-point scale, is based on the status of the local education societies as presented in Chapter XI.

In summary, we return to the question: to what degree was the Education North strategy implemented during the 1979-1982 experimental period? The answer to the question is clear: a high degree of implementation was achieved.

The Conditions Associated with Effective Implementation

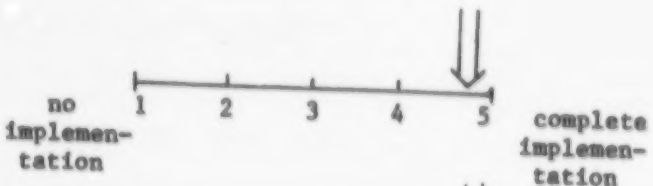
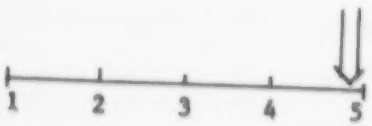
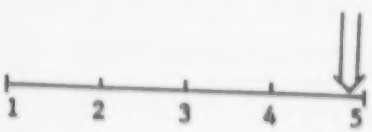
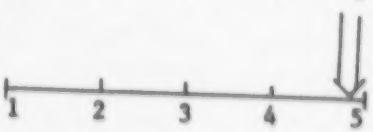
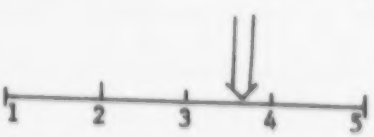
The case studies reported in Part II, together with issue analysis presented in Chapter XIII, point to the conditions associated with effective implementation.

Effective implementation has been achieved by local education societies with these characteristics:

1. effective management of the financial resources available to the society, and of the day-to-day society business;
2. a relationship with the local schools and school system which is supportive but not dominating;
3. a strong performance on the part of the local coordinator and a harmonious relationship between board and coordinator;
4. at least a minimal level of support from community volunteers;
5. application of a variant of the Education North strategy appropriate to the characteristics of the particular community;

TABLE 12

THE IMPLEMENTATION OF THE EDUCATION NORTH STRATEGY

Element of the Strategy	Degree of Implementation
1. establishment of working procedures by the provincial steering committee, i.e., the Minister's Advisory Committee.	
2. operational guidelines for the organization and operation of the provincial and local projects.	
3. provision of consultative and supportive assistance to the local projects by a provincial office.	
4. local education societies: their organization, registration as societies, and program/budget approval.	
5. local programs under the sponsorship of the societies.	

6. adoption of an opportunities rather than a problems orientation to the work of the local society.

Assessment of Education North in Terms of its Explicit and Implicit Objectives

Five objectives, six anticipated benefits, and eight expected end products were established for the Education North project. (See pages 19-22.) For the purpose of assessing the outcomes of the project these have been re-formulated into five outcome statements.

The Expected Outcomes of Education North

It is expected that:

1. There will be an increase in active parental involvement in the school's operations in each participating community. This increased involvement will result in stronger parental support and community commitment to schooling.

2. Re-design of various aspects of the curriculum will be stimulated so as to make the school program more relevant to the needs and lifestyles of the local communities. Development, production, and dissemination of localized educational materials will be undertaken by the various local education societies.

3. More relevant orientation programs for teachers; improved teacher retention, performance and community relations skills; and more positive relationships between the school and the community will result from the Education North programs.

4. An improvement in decision-making and participation skills among the adults in the Education North communities will result from the provincial and local programs, as the result of an increasing number of adults becoming involved in school and community education activities.

5. The schools' holding power on students will strengthen, and improvements in student achievement and self-image will result from Education North activities. The availability of positive identification models for children in the Education North communities will also be positively affected by these activities.

Assessment of Education North's Outcomes

The assessment of Education North in terms of its expected and observed outcomes is based upon both (1) quantitative data collected from teachers and parents by means of questionnaires and interviews (as reported in Part III), and (2) qualitative data collected by means of interviews, site visits, and document reviews (as reported in Chapters I, III to XI, and XIII of this report).

Expected Outcome #1: Parental Involvement and Commitment

Qualitative data from site visits, interviews with community leaders, and a review of society records lead to the conclusion that in all Education North communities there was an increase in parental involvement in and commitment to school and community education programs. The parents' and teachers' interviews and questionnaires do not, however, indicate any change in involvement. The quantitative data from parents, however, do indicate more support for the schools in 1982 than was the case in 1980, especially in remote communities. The tendency for parents to be less satisfied with the schools in 1982 than in 1980 may be accounted for by higher expectations and a greater awareness of deficiencies in school programs.

We conclude that there has been an increase in parental involvement in educational activities and commitment to education, especially with respect to participation; however, the change has not been of a magnitude which is easily observable to teachers and community members.

Expected Outcome #2: Design and Development of Localized Curriculum Materials

Localized materials were produced by most societies and locally oriented learning activities were stimulated to make school programs more meaningful and relevant to the needs and lifestyles of their communities.

Parents, especially those in remote communities, attached more importance to local content in the curriculum in the 1982 survey than they had in the baseline study. This change might be accounted for by their increased awareness of and involvement in educational programs, and the emphasis in many programs on localized content.

Our conclusion is that there has been a moderate increase in localized content in most Education North schools and that there is an increased desire on the part of parents for local content.

Expected Outcome #3: School-Community Relationships

Reliable data are not available to assess changes in teacher retention, performance or community relations skills over the life of the project, especially as these might have been affected by Education North programs. Nevertheless, the findings from interviews, site visits, and a review of society records suggest that in 1982 school officials and teachers in most participating schools were more positive towards Education North, parental involvement in school-related programs, and localized curriculum than they were in 1980. Some societies have also sponsored orientation programs for teachers.

The quantitative data from teachers provide a somewhat mixed picture, however. Teachers living in "non-remote" communities report a higher level of satisfaction with community support in 1982 than they did in 1980. The reverse is true in "remote" communities. The pattern is evident in the findings pertaining to teachers' feelings of satisfaction with the school.

On the other hand, parents (especially non-Native parents and parents in "non-remote" communities) report a higher quality of school-community relations in 1982 than was the case in 1980. The teacher data also indicate a tendency toward a higher level of satisfaction with community life in 1982 than was the case in 1980.

Our conclusion is that school-community relations have improved in some communities but not in all.

Expected Outcome #4: Participation Skills

Throughout the life of the project many adults in the Education North communities have held leadership positions and have had opportunities to practise leadership and participation skills. To support these community members, the Education North office sponsored training activities and provided print materials dealing with participation skills. In addition, society leaders contend that the levels of skills held by an expanded number of people in the Education North communities have increased over the life of the project. The only quantitative data we have to support this belief is that parents in general report a higher average score in 1982 than in 1980 for feelings of efficacy, i.e. the feeling that they are able to bring influence to

bear on what happens in school. This could be interpreted to mean that they have, or believe they have, the skills to participate effectively and are thus able and willing to do so.

We conclude that there was a moderate level of improvement in leadership and participation skills over the life of the project and that more parents hold the view that they can influence what happens in schools.

Expected Outcome #5: Student Achievement and Self-Image

The evaluation design did not call for the collection of data directly from students or achievement data on students. Therefore, quantitative data to assess student achievement are not available. One finding, however, is relevant: in 1982 teachers report a higher degree of satisfaction with student attendance, student behavior, and punctuality than they did in 1980.

The parent "support for the school" indicator, which increased from 1980 to 1982, included an item on how students liked school, which may be an indirect measure of improved self-image on the part of students.

The conclusions reached in this assessment of Education North outcomes are summarized in Table 13.

Conclusions

The evaluators conclude that the Education North project was moderately successful in implementing the intended strategy and achieving the outcomes established for the project. It should be

TABLE 13

ASSESSMENT OF EDUCATION NORTH OUTCOMES

Expected Outcome	Degree of Achievement					
	Low		Moderate		High	
	1	2	3	4	5	6
1. Involvement and Commitment						
(a) Parental Involvement			x			
(b) Community Commitment				x		
2. Localized Curriculum and Materials				x		
3. School-Community Relations			x			
4. Participation Skills				x		
5. Student Achievement and Self-Image		x(?)				

pointed out, however, that a two or three-year development period is a very short period of time over which to expect significant changes in the characteristics selected as expected outcomes for the project. Therefore, our conclusion is that the Education North project was as successful as could be expected over the short period of time it had to bring about changes in programs, structures, perceptions, attitudes, and behaviors.

On the basis of these conclusions, it would be both feasible and appropriate for the government to establish a program with similar parameters and objectives as those established for the Education North pilot project.

The accompanying policy paper presents principles and guidelines based upon the experiences and evaluations of Education North, experiences in similar projects, and the theory on social and organizational development which may be of value in the development of such a program.

* * *

APPENDICES

APPENDIX A

Interview Schedules

1. Persons active at the provincial level (October - November, 1979)
2. Persons active at the local level (October - November, 1979)
3. Leaders in Education North societies (May - June, 1980)

   (Spring of 1981 and 1982)
4. Principals (May - June, 1980)
5. Superintendents (April - May, 1980)

NOTE: These interview schedules, with appropriate adaptations, were used by the evaluation team in each of the three years of the evaluation project.

EDUCATION NORTH

Interview with Persons Active at the Provincial Level

(October - November, 1979)

1. In your view what is the major purpose of Education North? Do you have any reservations or second thoughts about these purposes?

2. What has been the nature of your involvement in Education North?

3. How did you become involved in this project? (In response to whose invitation?) What were your reasons for wanting to get involved?

4. What is your understanding of the organization of Education North, i.e. the authority or decision-making powers at the various levels of the project?

5. What knowledge do you have about the background development of Education North?

6. What alternatives were considered in arriving at the basic strategy of Education North? What factors were weighed in arriving at this strategy?

7. In your judgement what factors have been helpful in getting the project under way?

8. What factors have hindered the development of the project?

9. Considering the project as a whole what is your assessment at this time as to how well the project is doing?

10. What courses of action should be followed to improve the functioning of the project?

* * *

EDUCATION NORTH

Interview with Persons Active at the Local Level

(October - November, 1979)

1. In your view, what is the major purpose of Education North? Do you have any reservations or second thoughts about these purposes?

2. What is the nature of your work in Project Education North?

3. How did you become involved? (in response to whose invitation?)

4. What were your reasons for wanting to get involved in Education North?

5. What other leadership responsibilities do you have, either locally or provincially?

6. What knowledge do you have about the background development of Education North?

7. In your judgement, what factors have been helpful in getting the Project under way?

8. What factors have hindered the development of the Project?

9. Considering the Project as a whole, what is your assessment at this time of how well the Project is doing?

10. What courses of action should be followed to improve the functioning of the Project?

11. In terms of the local community project(s) you have worked with, what role did you play in initiating the development of the proposal(s)?

12. Would you describe the way in which the community was involved in the development of the proposal(s)?

13. In your judgement, how extensive and representative has the community involvement in Education North been in the areas where you have first hand knowledge?

14. What qualities or characteristics have been sought in the persons involved in Education North?

15. What is your assessment of how well the local community project(s) is (are) doing at this time?

16. What activities are presently under way in the local project(s)?

17. What problems are being encountered? What is being done to overcome these?

18. What major decisions have been made in the local project(s)?

19. Who was involved in making this (these) decisions? What factors influenced your decision?

* * *

EDUCATION NORTH

Interview Schedule: Leaders in Education North Societies

(May - June, 1980)

1. What position do you have in the local Education North Society?

2. How did you first become involved in the Education North Project?

3. What role did you play in the organization of the local Education North Society?

4. In the organization of the Society, what were the hindering factors? the helpful factors?

5. What is your understanding of the major purpose of your Education North Society?

6. What activities have been sponsored by your Society? What activities are being planned?

7. Would you comment on the effectiveness of the Society's work to date?

8. In accounting for the degree of success you have had to date, what have been the major contributing factors, both positive and negative?

9. How cooperative have the schools been in helping to make Education North a success in this area?

10. What courses of action come to mind that might be considered in improving Education North operations in this area?

* * *

EDUCATION NORTH

Interview Schedule: Leaders in Education North Societies

(This interview schedule was used in the spring of 1981.
It was slightly adapted for use in the spring of 1982.)

C) Local Society Leaders

1. How has your society been functioning since last spring?

   (a) What activities are underway or being planned? Are any of these new since last spring? Have any activities been finished or dropped? Why? Who is responsible and involved in each activity?

   (b) Have there been any modifications in the society's leadership, organization, or mode of operating? How would you assess the effectiveness of these aspects of the society's operations?

   (c) What kind of linkages and relationships exist between your society and the school system and its schools in your area? Have these changed over the past few months?

   (d) What kind of support does your society receive from the school system and its schools in your area? Has this changed over the past few months? If yes, what were the contributing factors?

2. At this stage in the development of Education North
   - what, in your view, are the major problems facing the project?
   - are these different from those facing the project last year?

3. What are the major strengths you see developing in the project?
   - are these different from those you may have identified last year?

4. What, if anything, should be done to address the problems faced by the project, and to maximize its strengths?

5. Looking ahead to the planned conclusion of the project in 1982, do you have any thoughts at this time as to what, if any, next steps should be taken (eg: extension of the project for another year; changing the project to program status and extending it to all Alberta, or at least to northern Alberta; modifying the nature of the program before extending, or ending the project)?

* * *

EDUCATION NORTH

Interview Schedule: Principals

(May- June, 1980)

1. What role did you play, if any, in the organization of the Education North Society in this area? Did any members of your staff play an active role in the organization of the society?

2. Does your school have a representative on the executive of the Education North Society in this area? If so, who serves as your representative? How was he or she chosen?

3. What is the nature of your ongoing relationship with the Education North Society? What is your understanding of the purposes of the Society?

4. What activities sponsored by Education North are presently under way in your school district?

5. In your judgment, how extensive and representative has the community involvement been in your area?

6. Is the local Society held in high regard by members of your staff? Does the local society seem to be building stronger school-community relations?

7. Overall, how effective has the local Society been?

8. What factors have been most helpful in getting the work of the local Society under way?

9. What factors have hindered the development of the local Society?

10. What courses of action might be considered in improving Education North operations in this area?

* * *

EDUCATION NORTH

Interview Schedule: Superintendents

(April - May, 1980)

1. How did you first become involved in the Education North project?

2. In your area what role did you play, if any, in the organization of the local education society(ies) created by Education North?

3. What is the nature of your ongoing relationships with the local education society(ies)?

4. What activities sponsored by the Education North society are presently under way in your school district?

5. In your judgement how extensive and representative has the community involvement been in your area?

6. From your perspective, how effective have these societies been?

7. In your view what is the major purpose of Education North? Do you have any reservations or second thoughts about these purposes? What priority of importance do you assign to these purposes as far as your school district is concerned?

8. In your judgement what factors have been most helpful in getting the Education North project under way in your area?

9. What factors have hindered the development of the Project in your area?

10. What courses of action might be considered in improving Education North operations, in your school district? provincially?

11. The basic strategy in Education North is to establish local education societies as a vehicle for improving school-community relationships. At this time, what is your assessment of the worthwhileness of this strategy? Can you think of alternative strategies which offer promise for addressing the purposes of Education North?

* * *

APPENDIX B

The Teacher Questionnaire

EDUCATION NORTH

The Teacher Questionnaire

(administered in the 1982 follow-up study)

School: _____

SATISFACTION

On a scale of 1-5 where 1 is very low and 5 is very high, how satisfied are you with each of the following: (Check the appropriate response.)

	Very Low 1	2	3	4	Very High 5	Do not write in this space
1. Your school in general	___	___	___	___	___	
2. The suitability of the curriculum for the needs of the students	___	___	___	___	___	
3. The interest shown by the students in their school work	___	___	___	___	___	
4. The support parents give the schools, e.g., encouragement given children to persist in their studies	___	___	___	___	___	
5. The support teachers give the community	___	___	___	___	___	
6. Living in the community	___	___	___	___	___	
7. Your understanding of the community . . .	___	___	___	___	___	
8. Student behavior in the school	___	___	___	___	___	
9. The overall school/community relationship	___	___	___	___	___	
10. Students' attendance	___	___	___	___	___	
11. Students' punctuality	___	___	___	___	___	
12. Students' progress in their studies . . .	___	___	___	___	___	
13. The amount of local material in the curriculum	___	___	___	___	___	
14. Parents' attendance at school initiated activities	___	___	___	___	___	
15. Students' initiative and motivation to do well in school	___	___	___	___	___	

COMMUNICATION

How frequently during the present school year have you:

	Not at all 1	2	3	4	Very Often 5
16. Received phone calls from parents about school matters	___	___	___	___	___
17. Received letters or notes from parents regarding school matters . .	___	___	___	___	___
18. Had parents visit your classroom at your invitation	___	___	___	___	___
19. Had parents visit your classroom uninvited	___	___	___	___	___
20. Discussed children's work with parents	___	___	___	___	___
21. Had parents make suggestions about the school program	___	___	___	___	___
22. Participated in community activities outside the school	___	___	___	___	___
23. Had parent volunteers assisting you in the school	___	___	___	___	___
24. Had parent volunteers on field trips	___	___	___	___	___
25. Received parent requests for advice on school matters	___	___	___	___	___
26. Had problems with parents on school related matters	___	___	___	___	___
27. Visited students' homes	___	___	___	___	___

APPENDIX C

Parent Interview

____ ____ ____ ____ ____

EDUCATION NORTH

Parent Interview (1982) _____

Note: Explain the purpose of the visit and express thanks for the time they're willing to give to the interview. Assure that replies are held in confidence and that there are no right and wrong answers.

_____

Communication

During the past school year:	Not at all				Many Times	Do not write in this column
1. Have you asked a teacher or principal for information, advice or help?	1	2	3	4	5	
2. Has a teacher or principal asked you for information, advice or help?	1	2	3	4	5	
3. Have you taken part in any school activities?	1	2	3	4	5	

Notes:

Support		definitely "No"				definitely "Yes"
4.	By and large do your children like school?	1	2	3	4	5
5.	Do you think it is important for your children to attend and complete high school?	1	2	3	4	5
6.	Do you think it is important for your children to attend school regularly?	1	2	3	4	5
7.	During the past year have you had occasion to disagree with either a teacher or the school?	1	2	3	4	5

Notes:

Relevance		definitely "No"				definitely "Yes"
8.	Are you satisfied with what your children study in school?	1	2	3	4	5
9.	To what extent should the school program emphasize the cultures and characteristics of the local community?	1	2	3	4	5
10.	To what extent do you feel you can influence what goes on in the school?	1	2	3	4	5

Notes:

Satisfaction	definitely "No"				definitely "Yes"
11. Do you feel that your children are treated well by the school staff?	1	2	3	4	5
12. Do you feel that the teachers understand your community and its needs?	1	2	3	4	5
13. Do you think there is a good relationship between the school and the community?	1	2	3	4	5

Notes:

Involvement	Yes	No
14. Would you like to know your child's teacher better?	1	2
15. Do you take part in community activities?	1	2
16. Do you belong to any community organizations?	1	2
17. Do you hold any executive position in any of these organizations?	1	2
18. Have you started or organized any community activity or project?	1	2

Notes:

APPENDIX D

Data Gathering Procedures

DATA GATHERING PROCEDURES

The Teacher Questionnaire

The Instrument

The instrument consisted of a two-page questionnaire containing twenty-seven questions. (See Appendix B.) The first fifteen items pertained to individual teacher satisfaction with selected aspects of their work, their school and the curriculum. Their satisfaction with various aspects of student and parent participation in school activities was also sought. Responses fell along a continuum from very low satisfaction (1) to very high satisfaction (5).

The remaining twelve items offered a three-point scale measuring frequency of various actions involving parent-teacher communication. Incidents were to be indicated as occurring 'not at all' (1), 'rarely' (2), or 'often' (3). An error in the production of the 1982 questionnaire resulted in this second section also presenting a five-point scale to respondents. In order to compare means between 1980 and 1982, it was necessary to apply a rule so as to convert the responses systematically to a three-point scale. For items 16 through 27 only, the 1982 data were converted to the 1980 scale in the following manner. 'Not at all' (1) remained at '1'. Items checked off as '2' or '3' were changed to '2' (Rarely). Responses indicating '4' or '5' on the 1982 scale were converted to '3' (Often).

The Sample and Procedure

Questionnaires were distributed by school administrators to every member of the teaching staff. Schools in the sample were those serviced by a local Education North society through to Spring, 1982. Questionnaires were self-administered; assurances were offered that responses would be held in confidence and no attempt was made to identify individuals. Questionnaires were, however, coded according to the corresponding local education society. From a total of 230 teachers in this sample in 1982, 218 questionnaires were returned for a response rate of 94 per cent.

The Parent Interview Schedule

The Instrument

The eighteen questions asked of parents were grouped under five categories. (See Appendix C.) Items 1 and 2 sought the frequency of various communication activities between parents and school staff. Item 3 asked for the frequency of parental participation in school activities. Responses were graded on a continuum from 'Not at all' (1) to 'Many times' (5).

Items 4 through 13 were registered on a five-point scale from 'definitely no' (1) to 'definitely yes' (5). They ranged over a number of content areas and were intended to assess the extent of parent support for education, the relevance of the curriculum to students, and satisfaction with staff and the school in general. A final section was aimed at understanding the extent of parental involvement in the community. It was composed of five items for which answers were either 'yes' (1) or 'no' (2).

The Sample and Procedure

To obtain responses from parents it was deemed appropriate to conduct structured interviews, rather than administer questionnaires, in order that items could be re-worded for easier comprehension by parents as required. Interviewers then assigned the parental responses to the appropriate position along a five-point continuum for each of the first thirteen items.

The sample included a maximum of seven parents (not including spouses of respondents who occasionally contributed to the interview) from each school's parent list. Of these, two were chosen as 'key' respondents upon advice from each principal so as to ensure commentary from some of the most active parents. The other five parent respondents were chosen from a short list which was compiled by random sampling. No differentiation was made between the two categories of respondents in the data analysis.

No prior arrangements for an interview were made. Parents were approached at their home or place of employment and invited to participate. Respondents were assured of the confidential nature of their answers and offered a thumb-nail sketch of the overall evaluation project. Interpreters were employed in a few cases. If parents had children in more than one school, they were asked to respond bearing in mind only the school from whose list their name had been drawn. Respondents were categorized as Native or non-Native according to appearance. The interview response forms were individually registered by community and school.

* * *

APPENDIX E

The Factor Analysis

THE FACTOR ANALYSIS

The Procedure

A factor analysis was conducted so as to reduce the large number of items to a smaller number of clusters of related items, each of which reflects an underlying, more fundamental variable.

Because the teacher questionnaire involved two scales, each grouping of items was rotated separately. The factor analysis of the parent interview items did not include the last five items which were measured on a two-point scale.

The normal varimax method of rotation was used and a data matrix was computed for each of the following sets of items:

(a) four-factor solution for items 1 to 15 on the teacher questionnaire;

(b) two-factor solution for items 16 to 27 on the teacher questionnaire; and

(c) four-factor solution for items 1 to 13 on the parent questionnaire.

The three data matrices are shown in Tables E-1, E-2, and E-3. The items included within each factor are indicated by underlining. The following rules were applied in the selection of items for inclusion in each factor:

(i) Item loadings should be above 0.4

(ii) Item communalities should be above 0.3.

(iii) Items loading substantially (at 0.4 or greater) on more than one factor were excluded from any factor because they could not be defined reliably as 'belonging' to one factor or another.

(iv) Items included in any factor should fit logically with the other items in that factor.

(v) Factors should be subject to meaningful interpretation.

The data used in the factor analyses included the responses collected in 1980 from parents and teachers serviced by the now defunct Wabasca-Desmarais Education North Society.

* * *

TABLE E-1

Data Matrix: The Four-Factor Solution
for Items 1 to 15 on the Teacher Questionnaire

Var.	Factor 1	Factor 2	Factor 3	Factor 4	Communality
1	0.15462	0.61240	0.24291	0.31198	0.55528
2	0.28120	0.31001	0.37558	0.20368	0.35773
3	0.52026	0.58181	0.27711	0.02503	0.68659
4	0.46408	0.13742	0.64824	0.10686	0.66588
5	0.02779	0.03796	0.43307	0.32657	0.29641
6	0.19475	0.19990	0.14835	0.63733	0.50609
7	0.14961	0.12269	0.17614	0.69288	0.54855
8	0.16740	0.67065	0.08578	0.13766	0.50409
9	0.15610	0.48888	0.50245	0.26408	0.58556
10	0.71446	0.12876	0.21219	0.24752	0.63332
11	0.82465	0.26591	0.10061	0.23076	0.81412
12	0.48410	0.43133	0.33450	0.18864	0.56788
13	0.06677	0.12571	0.43186	0.12737	0.22299
14	0.28875	0.28549	0.53228	0.05803	0.45156
15	0.51755	0.50559	0.42549	-0.04027	0.70614

TABLE E-2

Data Matrix: The Two-Factor Solution
for Items 16 to 27 on the Teacher Questionnaire

Var.	Factor 5	Factor 6	Communality
16	0.41281	0.62197	0.55725
17	0.35068	0.58600	0.46637
18	0.68716	-0.03734	0.47359
19	0.56397	0.19185	0.35487
20	0.40756	0.32972	0.27482
21	0.31353	0.48356	0.33213
22	0.04749	0.40738	0.16822
23	0.58026	0.30675	0.43080
24	0.56749	0.30525	0.41523
25	0.03438	0.51871	0.40252
26	0.03438	0.48011	0.23168
27	0.12427	0.36088	0.14568

TABLE E-3

Data Matrix: The Four-Factor Solution
for Items 1 to 13 on the Parent Interview Schedule

Var.	Factor 1	Factor 2	Factor 3	Factor 4	Communality
1	0.73817	0.16744	-0.12476	-0.15726	0.61322
2	0.48708	0.04687	-0.01076	0.00085	0.23956
3	0.73601	0.09064	0.01452	0.18292	0.58360
4	0.03795	0.41370	0.15885	0.34352	0.31583
5	0.04986	0.81516	0.00405	-0.02102	0.66744
6	0.17355	0.59990	0.04933	0.07084	0.39745
7	0.05052	0.27271	-0.06402	-0.46530	0.29753
8	-0.00854	0.09363	0.09531	0.51206	0.28013
9	-0.05971	-0.19018	0.07071	0.02870	0.04556
10	0.41169	0.10167	0.18810	0.04862	0.21757
11	0.14621	0.08714	0.21399	0.57363	0.40382
12	-0.00773	-0.02489	0.60897	0.36784	0.50683
13	0.05069	-0.03516	0.80758	0.14088	0.67583

APPENDIX F

Indicators Used in the Quantitative Analyses

APPENDIX F

INDICATORS USED IN THE DATA ANALYSIS

Name of Indicator	Data Source	Item or Factor	Description
I. Student attendance	teacher questionnaire	factor	This factor is based on two items. - How satisfied are you with ... students' attendance? (10)* ... students' punctuality? (11) The indicator is a measure of teacher satisfaction with students' commitment to schooling, as shown in their attendance and punctuality.
II. Student behavior and the school	teacher questionnaire	factor	This factor is based on two items. - How satisfied are you with ... your school in general? (1) ... student behavior in the school? (8) The indicator is a measure of teacher satisfaction with the school in general and student behavior in particular. It is apparent that these two variables are very closely associated by teachers such as to comprise <u>one</u> measure of teacher satisfaction.

* Throughout this table, the number of the question in the teacher questionnaire or parent interview schedule is shown in parentheses after the question.

APPENDIX F (cont'd)

INDICATORS USED IN THE DATA ANALYSIS

Name of Indicator	Data Source	Item or Factor	Description
III. Community support	teacher questionnaire	factor	This factor is based on two items. - How satisfied are you with ... the support teachers give the community? (5) ... parents' attendance at school initiated activities? (14) Again there is a very interesting association of two variables in this factor. When teachers are satisfied with the support offered by teachers to the community, they are also satisfied with parental support for the school; and vice versa. There is an interdependence in the support offered one to the other.
IV. Community life	teacher questionnaire	factor	This factor is based on two items - How satisfied are you with ... living in this community? (6) ... your understanding of the community? (7) The indicator is a measure of teacher satisfaction with community life.

APPENDIX F (cont'd)

INDICATORS USED IN THE DATA ANALYSIS

Name of Indicator	Data Source	Item or Factor	Description
V. Parental interest and involvement	teacher questionnaire	factor	This factor is based on four items. - How frequently during the past school year have you: ... had parents visit your classrooms at your invitation? (18) ... had parents visit your classroom uninvited? (19) ... had parent volunteers assisting you in the school? (23) ... had parent volunteers on field trips? (24) The indicator is a measure of parental interest in (and involvement with) the school, as perceived by teachers.
VI. Parent-teacher communication	teacher questionnaire	factor	This factor is based on three 'tems - How frequently during the past school year have you: ... received letters or notes from parents about school matters? (17) ... had parents make suggestions about the school program? (21) ... received parent requests for advice on school matters? (25) The indicator is a measure of parent-initiated communication with teachers, as perceived by teachers.

APPENDIX F (cont'd)

INDICATORS USED IN THE DATA ANALYSIS

Name of Indicator	Data Source	Item or Factor	Description
VII. Parental communication and participation	parent interview	factor	This factor is based on two items. During the past year: - Have you asked a teacher or principal for information, advice, or help? (1) - Have you taken part in any school activities? (3) The indicator is a measure of parental communication with the school and involvement in school activities.
VIII. Support for the school	parent interview	factor	This factor is based on three items. - By and large do your children like school? (4) - Do you think it is important for your children to attend and complete high school? (5) - Do you think it is important for your children to attend school regularly? (6) The indicator is a measure of expressed support for the school on the part on parents.
IX. Quality of the school-community relationship	parent questionnaire	factor	This factor is based on two items. - Do you feel that the teachers understand your community and its needs? (12) - Do you think there is a good relationship between the school and the community? (13) The indicator is a measure of the overall quality of the relationship between the school and the community, as perceived by the parents.

APPENDIX F (cont'd)

INDICATORS USED IN THE DATA ANALYSIS

Name of Indicator	Data Source	Item or Factor	Description
X. Satisfaction with the school	parent interview	factor	This factor is based on three items. During the past year have you had occasion to disagree with either a teacher or the school? (7) - Are you satisfied with what your children study in school? (8) - Do you feel that your children are treated well by the school staff? (11) The indicator is a measure of overall parental satisfaction with the school.
XI. Importance of local content in the school program	parent interview	item	A single item is used for this index. - To what extent should the school program emphasize the cultures and characteristics of the local community? (9) The indicator is a measure of the importance attached by parents to including local content in the school program.
XII. Feeling of efficacy	parent interview	item	A single item is used for this index. - To what extent do you feel you can influence what goes on in the school? (1) The indicator is a measure of the efficacy felt by parents in influencing what goes on in the school.

APPENDIX G

The Baseline Study

APPENDIX G

THE BASELINE STUDY

This appendix is divided into two main sections. Analyses of the baseline profiles are presented in the first section. In the second, the effects of introducing sub-groups into the baseline analyses are explored.

Analysis of the Baseline Profiles

The 1980 baseline profiles are shown in diagramatic form in Figures G-1, G-2, and G-3. The findings shown in these figures will be interpreted using the range in which the average factor scores fall. The ranges, and the words used to describe them, are shown below:

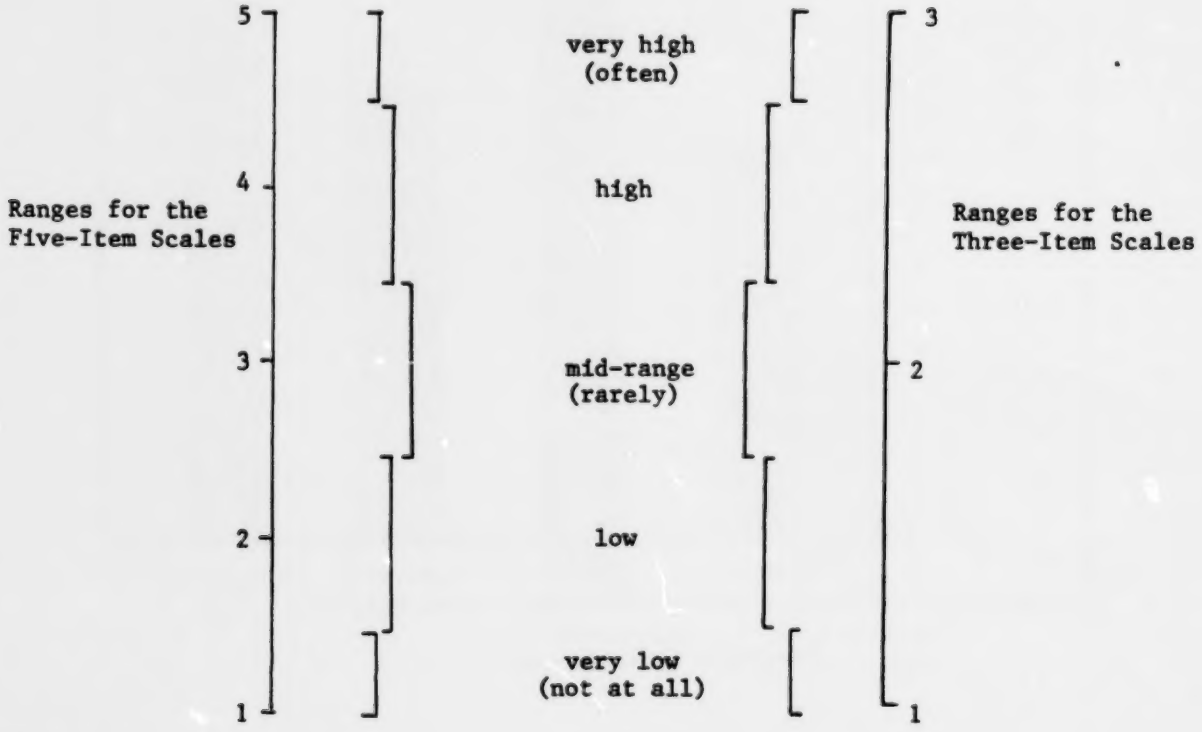


FIGURE G-1

TEACHER SATISFACTION INDICES (BASELINE 1980)

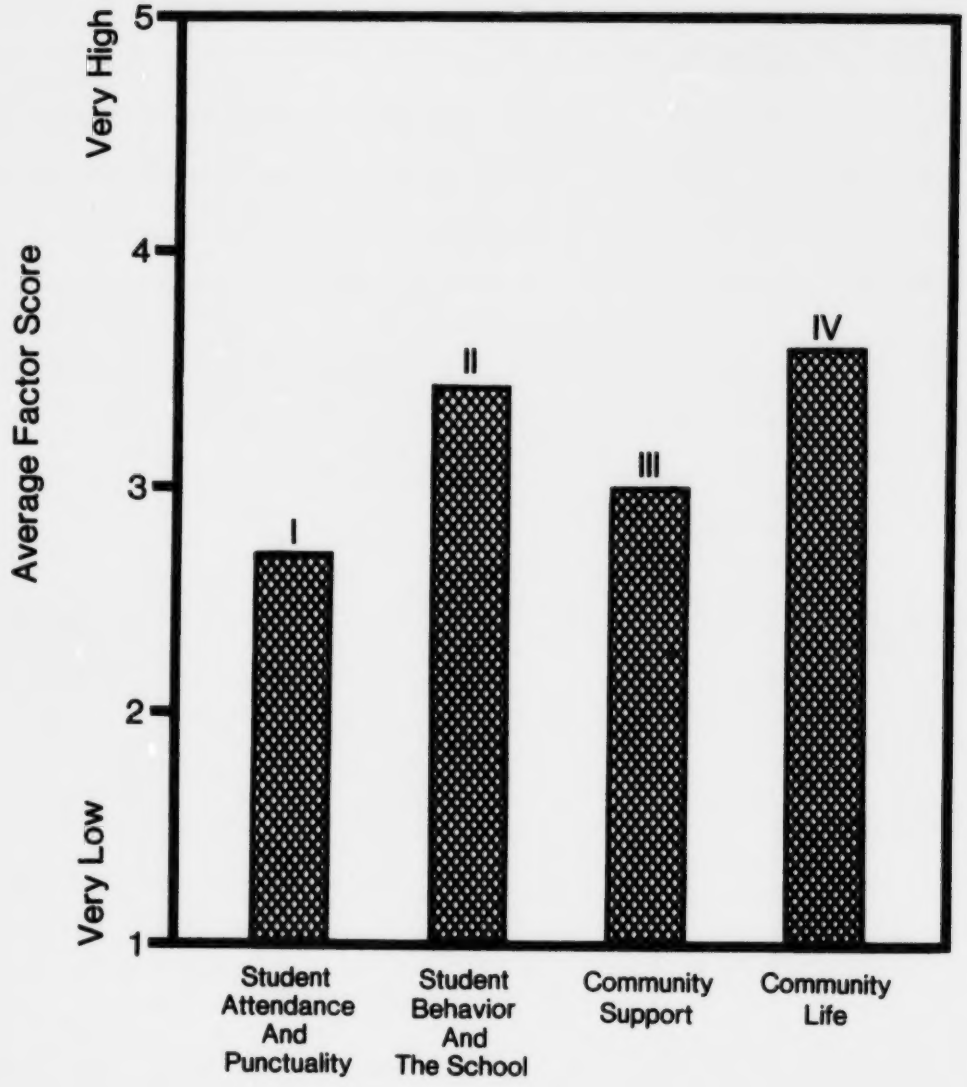


FIGURE G-2

PARENTAL INVOLVEMENT AND COMMUNICATION INDICES: TEACHER PERCEPTIONS (BASELINE 1980)

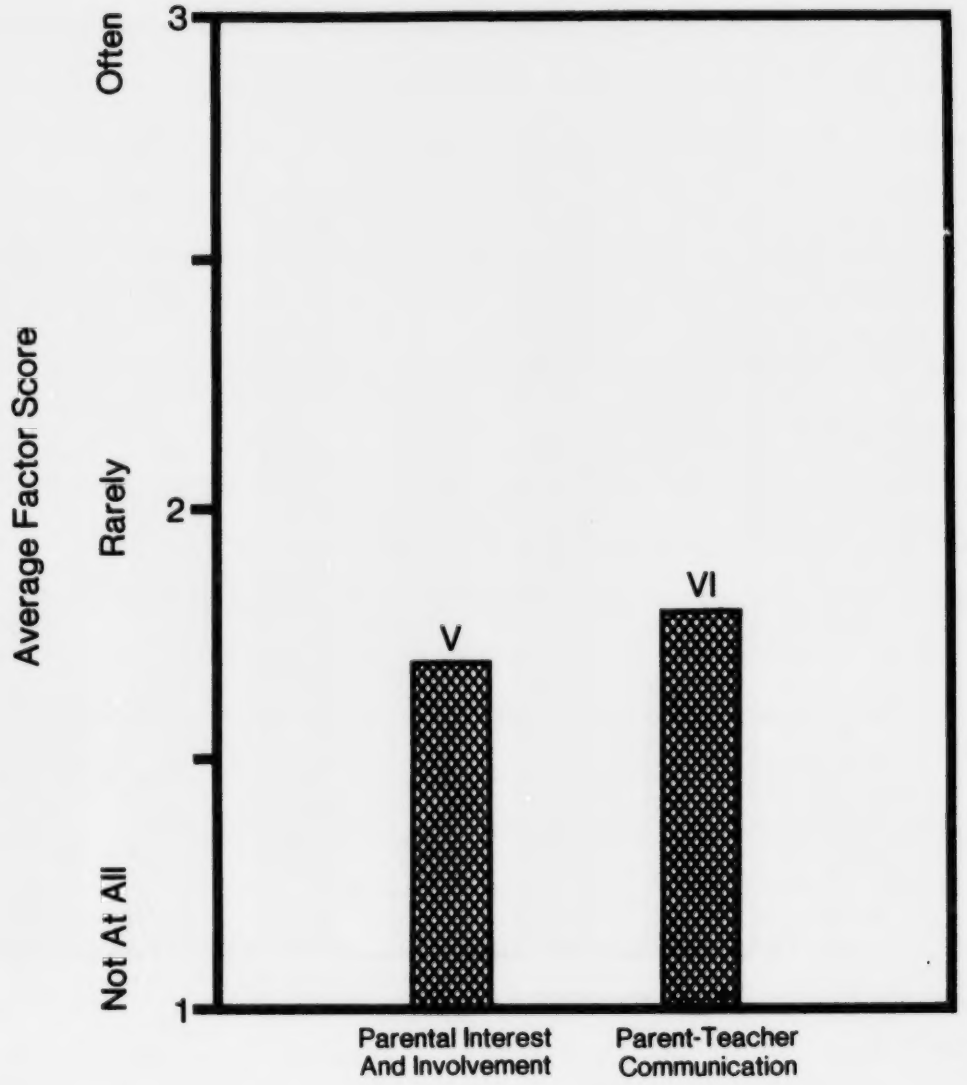
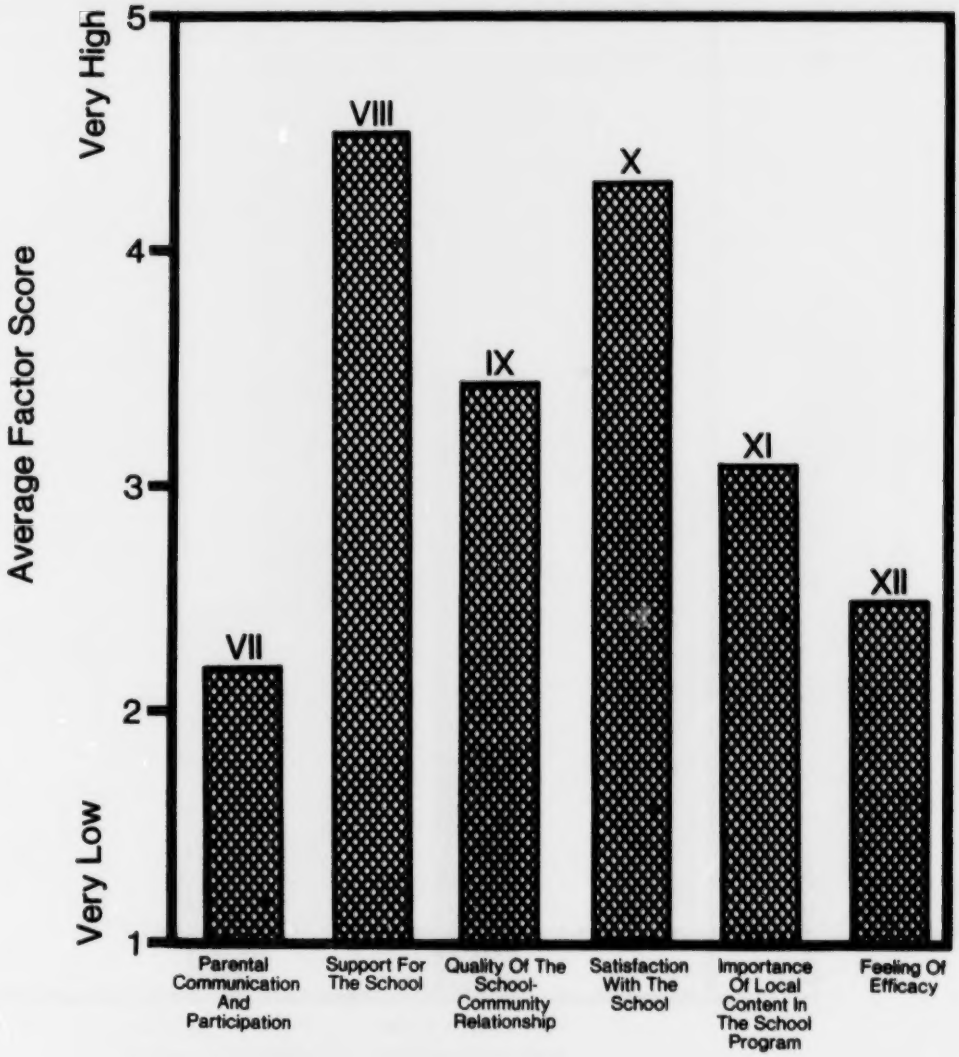


FIGURE G-3

PARENTAL PERCEPTION INDICES (BASELINE 1980)



Application of these ranges to the interpretation of Figures G-1 and G-2 yields this conclusion: the average factor scores derived from analysis of the teacher data all cluster in the mid-range. More specifically, the average factor scores for indicators I to IV (as shown in Figure G-1) all fall in the neutral range which is neither "low" nor "high". Teachers, on the average, were lukewarm in their satisfaction with the matters measured by these indicators. Similarly, teachers on the average perceived parental involvement and communication with the school to be in the mid-range (as shown in Figure G-2), which can be translated to read that teachers perceive these events to occur "rarely".

Interpretation of the average factor scores yielded by the parental data (see Figure G-3) shows that, whereas the teachers' average factor scores all cluster in the mid-range, there is wide variation in the parents' average factor scores, from the "low" range to the "very high."

The average factor score on indicator XII -- feeling of efficacy -- that is, the feeling that one can be effective in shaping the events that impinge upon us (in this particular case, the schooling experience) -- is "low," as is the average score on indicator VII, parental communication and participation. (In passing, we note the consistency between teachers' and parental perceptions of these matters.)

Average scores on two of the parental indicators fall in the mid-range -- IX: quality of the school-community relationship and XI: importance of local content in the school program.

The average score on Indicator X: satisfaction with the school falls in the "high" range and the score on Indicator XII: support for the school is on the lower edge of the "very high" range. These latter findings should be taken note of, because they are surprising. One may be able to explain away these positive expressions of parental support for the school (as, say, an artifact of the interview situation). Nevertheless, the baseline starts at a high level for these two parental indicators.

Introducing Sub-Groups into the Data Analysis

The baseline profiles presented and discussed above take no account of two questions which may be of fundamental importance in understanding the Education North project. Are there different tendencies in the profiles of Native and non-Native respondents? Are there regional variations in the baseline profile? Specifically, would the baseline profile for "remote" communities be different from that of the less remote communities?

1. Exploring the Effects of Remoteness. The Education North communities were divided into two categories. The smaller, more isolated communities -- Atikameg, Fort Chipewyan, Fort Vermilion, the three Little Red River settlements, and Wabasca-Desmarais -- were assigned to the "remote" category. The larger communities with ready access to the more densely populated regions of the province -- the Lac la Biche district and Slave Lake -- were assigned to the "non-remote" category. Baseline profiles were then established for both "remote" and "non-remote" communities, and these profiles are presented as Figures G-4, G-5, and G-6.

Casual inspection of the three profiles suggests that there are, in fact, differences in the profiles for "remote" and "non-remote" communities. To assess these differences more carefully, a statistical procedure known as analysis of variance was used. This procedure enables us to test the "statistical significance" of the differences in average factor scores reported in the two kinds of communities.* The analysis of variance results for the three profiles, in which "remote" and "non-remote" communities are compared, are reported in Tables G-1, G-2, and G-3. We will consider each set of indicators in some detail.

i. Teacher Satisfaction Indicators. There are statistically significant differences on three of these four indicators (taking a probability level of 0.05 as a sufficiently rigorous criterion):

- teachers in the more remote communities are less satisfied with their students' attendance and punctuality (indicator I).
- they are more satisfied than their colleagues in non-remote communities with student behavior and the school as a whole (indicator II).
- they are less satisfied with community life (indicator IV).

---

* The idea of statistical significance has to be interpreted with caution. This is not significance in the everyday sense of the word. A statistically significant difference means simply this: that the difference we observe between two scores is unlikely to be the misleading result of the particular samples of respondents we have drawn.

FIGURE G-4

TEACHER SATISFACTION INDICES: COMPARISON BETWEEN REMOTE AND NON - REMOTE COMMUNITIES (BASELINE 1980)

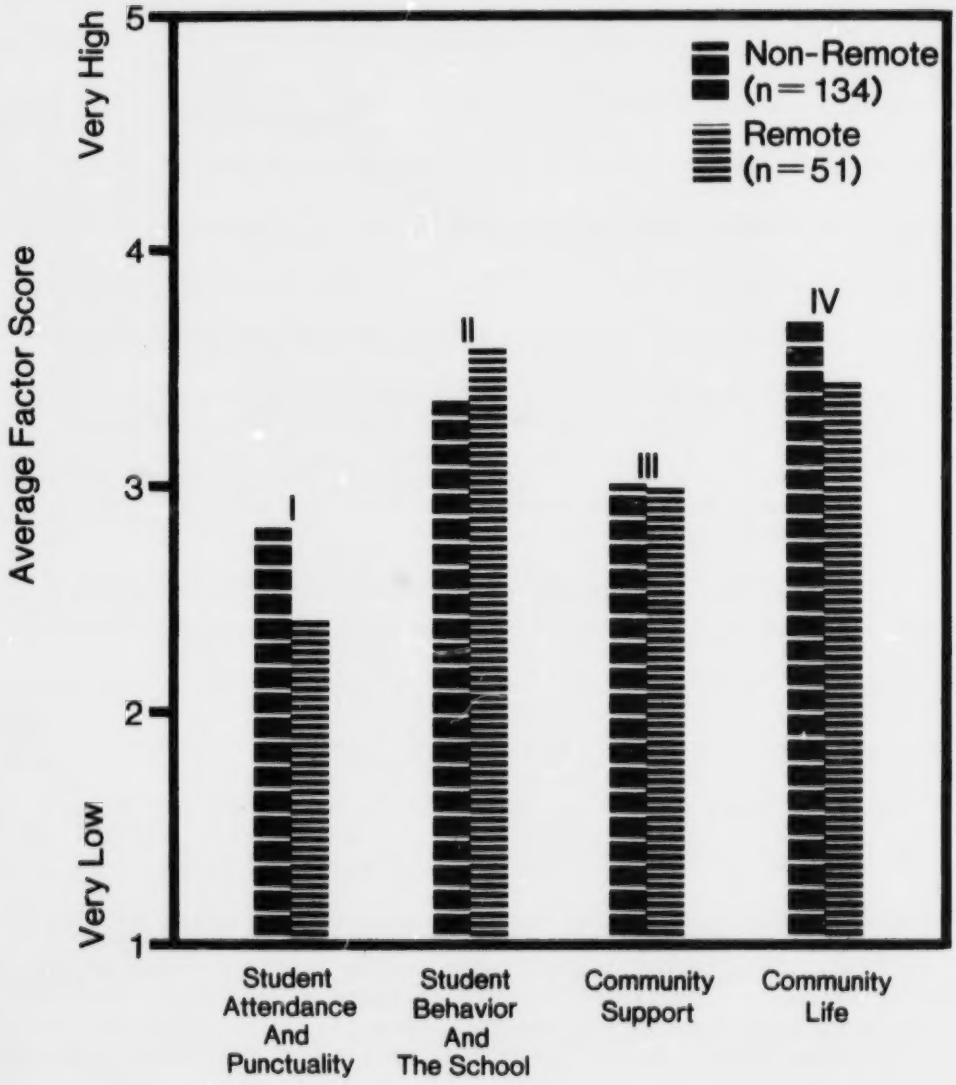


TABLE G-1

Teacher Satisfaction Indicators: Comparison between Remote and Non-Remote Communities (Baseline 1980)

Analysis of Variance

Indicator	Average Factor Score Non-remote	Remote	T-Value	Probability	Significance
I	2.8358	2.3529	2.98	0.003	* *
II	3,2649	3,5784	-2.03	0.043	*
III	2.9888	2.9706	0.14	0.888	n/a
IV	3.7052	3,3922	2.17	0.031	*

* Significant beyond the .05 level

* * Significant beyond the .01 level

FIGURE G-5

PARENTAL INVOLVEMENT AND COMMUNICATION INDICES: TEACHER PERCEPTIONS COMPARISON BETWEEN REMOTE AND NON - REMOTE COMMUNITIES (BASELINE 1980)

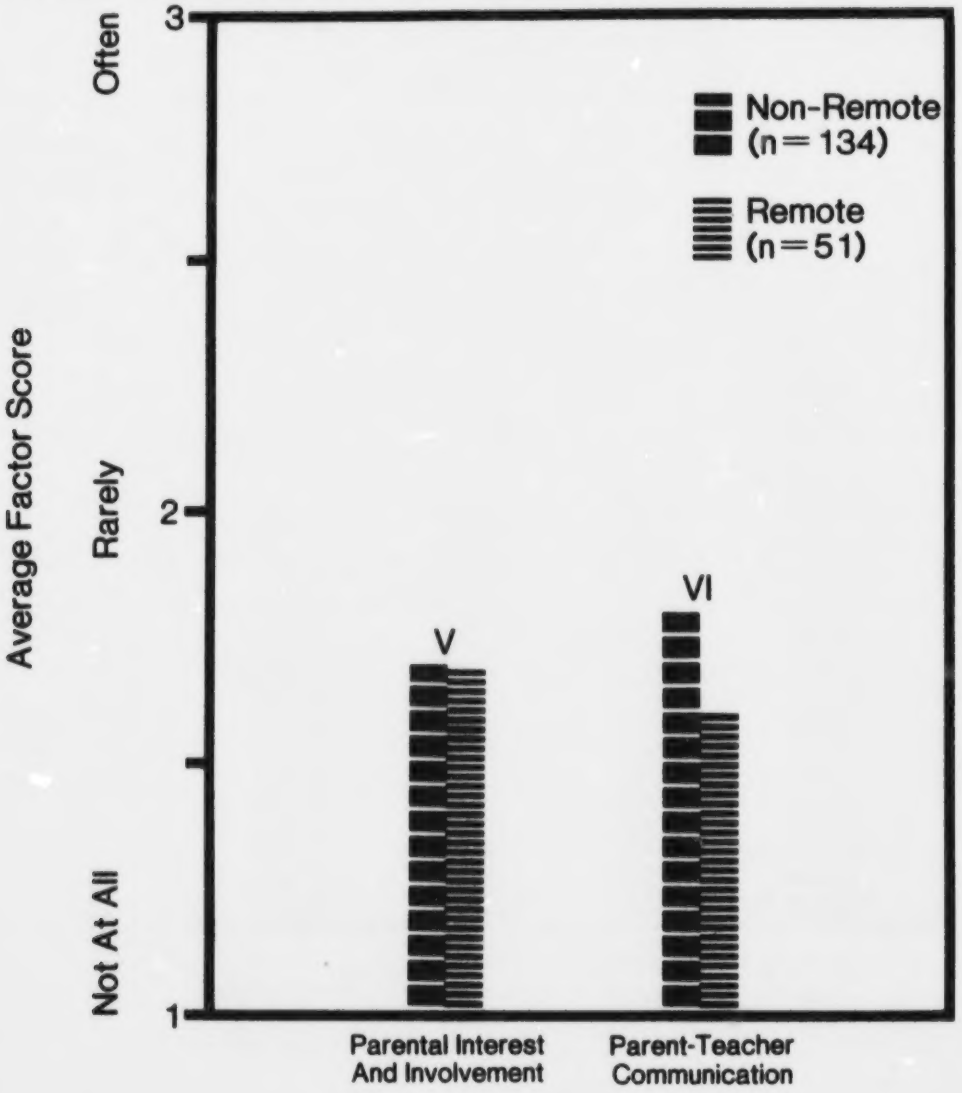


TABLE G-2

Parental Involvement and Communication Indicators:

Teacher Perceptions -- Comparisons between Remote and

Non-remote Communities (Baseline 1980)

Analysis of Variance

Indicator	Average Factor Score		T-Value	Probability	Significance
	Non-remote	Remote			
V	1.7170	1.6748	0.60	0.552	n/a
VI	1.7786	1.6275	1.88	0.062	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

FIGURE G-6

PARENTAL PERCEPTION INDICES: COMPARISON BETWEEN REMOTE AND NON – REMOTE COMMUNITIES (BASELINE 1980)

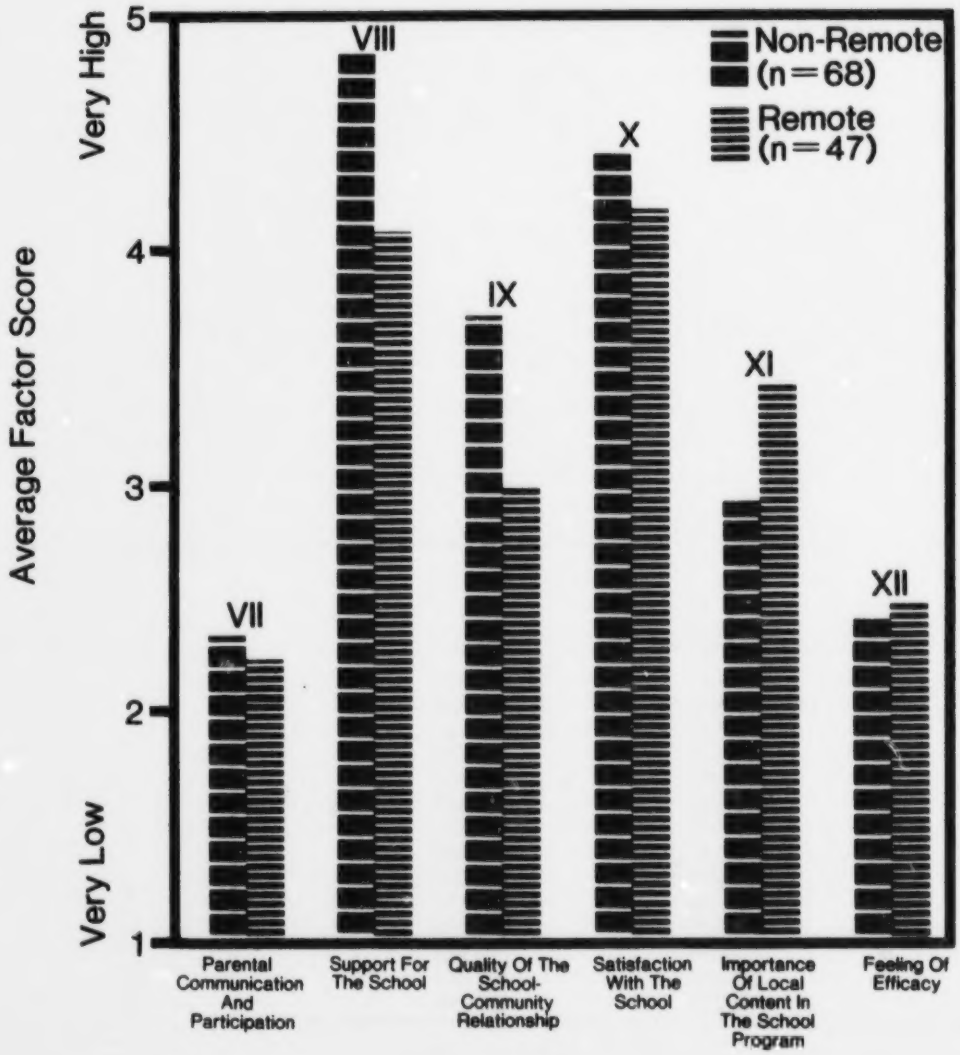


TABLE G-3

Parental Perception Indicators:

Comparison between Remote and Non-remote Communities (Baseline 1980)

Analysis of Variance

	Average Factor Score				
Indicator	Non-remote	Remote	T-Value	Probability	Significance
VII	2.2794	2.1809	0.51	0.610	n/a
VIII	4.8186	4.1206	5.30	0.000	* *
IX	3.7132	2.9787	3.18	0.002	* *
X	4.3775	4.1560	1.50	0.138	n/a
XI	2.9394	3.3617	-2.52	0.014	*
XII	2.4091	2.4894	-0.34	0.733	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

ii. Parental Involvement and Communication Indicators: Teacher Perceptions. There are no significant differences in the average factor scores of teachers in remote and non-remote communities on these two indicators.

iii. Parental Perception Indicators. There are statistically significant differences on three of the six indicators which make up this profile:

- parents in remote communities report, on the average, less support for their schools (indicator VIII).
- they report a lower average score on the quality of the school-community relationship (indicator IX).
- they report a higher average score for the importance they attach to having local content in the school program (indicator XI).

In summary, on six of the twelve indicators used in the baseline profiles there are statistically significant differences in the average scores reported by respondents in the two community categories. This suggests that the school-community relationship is systematically different in the two community types.

2. Exploring the Effects of Native Status. The parents in the interview sample were divided into two categories: Native and non-Native. Baseline profiles were calculated for each of these parent groups, and these profiles are presented in Figure G-7.

Differences between the average scores for the two groups on each of the six indicators were tested, and the results are reported in Table G-4. It can be seen that there are statistically significant

FIGURE G-7

PARENTAL PERCEPTION INDICES: COMPARISON BETWEEN NATIVE AND NON- NATIVE PARENTS (BASELINE 1980)

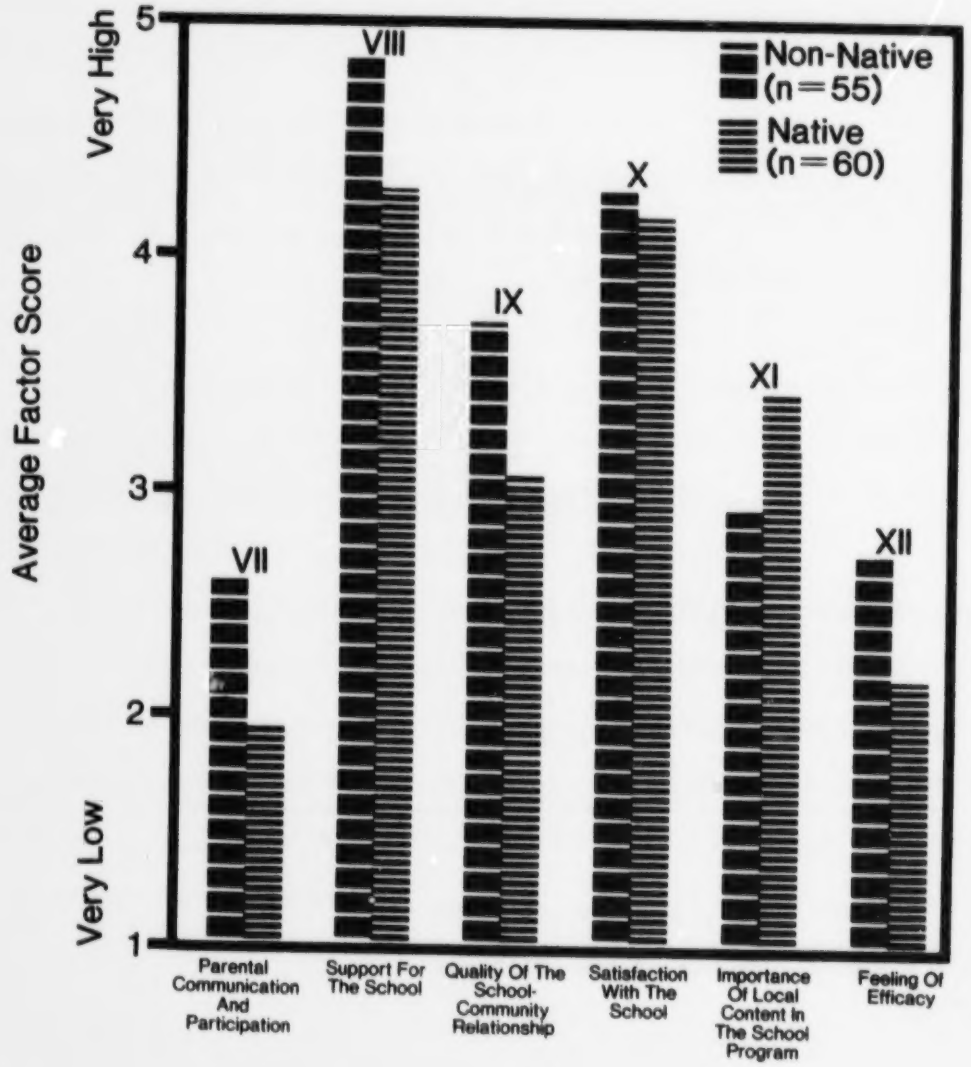


TABLE G-4

Parental Perception Indices:

Comparison between Native and Non- Native Parents (Baseline 1980)

Analysis of Variance

	Average Factor Score				
Indicator	Non-remote	Remote	T-Value	Probability	Significance
VII	2.5583	1.8909	-3.73	0.000	* *
VIII	4.7833	4.2606	-4.20	0.000	* *
IX	3.6583	3.1455	-2.33	.022	*
X	4.3278	4.2424	-0.60	0.548	n/a
XI	2.8814	3.3704	3.12	0.002	* *
XII	2.6949	2.1667	-2.34	0.021	*

* Significant beyond the .05 level

* * Significant beyond the .01 level

differences between the average scores of Native and non-Native parents on five of the six indicators.

The average scores of Native parents are lower than non-Native parents on each of the following indicators: parental communication and participation (indicator VII), support for the school (indicator VIII), quality of the school-community relationship (indicator IX), and feeling of efficacy (indicator XII). The average score of Native parents on indicator XI, importance of local content in the school program, is higher than that of non-Native parents.

It is obvious that there are systematic differences in the response patterns of these two categories of parents.

Summary

In this appendix the baseline profiles for the Education North project were presented and discussed. These profiles are based on data gathered from parents and teachers in the Education North project communities during the spring of 1980.

Analysis of the baseline profiles showed that the respondent groups should be disaggregated in order to reveal difference in the response patterns of sub-groups. Two such disaggregations were explored: remote/non-remote and Native/non-Native, and it was concluded that the sub-groups are sufficiently different as to warrant separate treatment in further data analyses.

* * *

APPENDIX H

The Follow-Up Studies

APPENDIX H

THE FOLLOW-UP STUDIES

In this appendix the data gathered in the 1982 follow-up surveys are compared with the data presented in the baseline profiles of Appendix G. The appendix is organized into two major sections: in the first the follow-up studies based on the teacher data and the parent data are presented; in the second, the parent data are presented.

Studies Based on the Teacher Data

Throughout this appendix, a single question predominates: Is there evidence of movement on the indicator scales which might be attributable to the activities of the Education North project? In this section we will be dealing with the teacher-generated indicators only. Firstly, we will examine the findings when the teachers are considered as a single group; then we will introduce the remote/non-remote distinction and re-analyze the data.

Comparisons between 1980 and 1982: All Teachers

The all-teacher comparisons between average scores reported in 1980 and 1982 for the two sets of teacher indicators are shown in Figures H-1 and H-2. The differences between average scores on each of the indicators have been tested for statistical significance and these findings are reported in Tables H-1 and H-2, which accompany the figures.

FIGURE H-1

TEACHER SATISFACTION INDICES: COMPARISON BETWEEN 1980 AND 1982

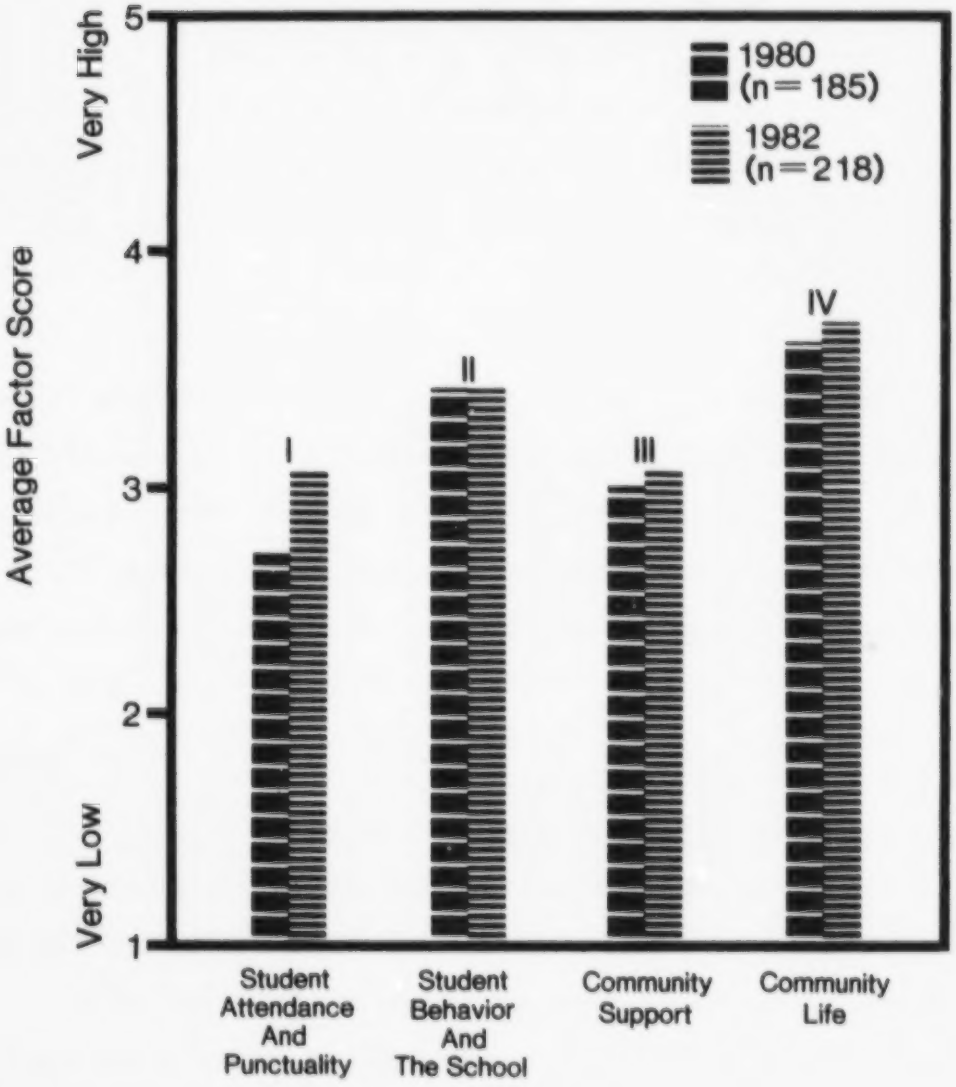


TABLE H-1

Teacher Satisfaction Indicators:

Comparison between 1980 and 1982

Analysis of Variance

Indicator	Average Factor Score 1980	1982	T-Value	Probability	Significance
I	2.7027	3.1261	-4.37	0.000	* *
II	3.3514	3.4335	-0.95	0.344	n/a
III	2.9838	3.0734	-1.19	0.233	n/a
IV	3.6189	3.7339	-1.39	0.166	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

FIGURE H-2

PARENTAL INVOLVEMENT AND COMMUNICATION INDICES: TEACHER PERCEPTIONS COMPARISON BETWEEN 1980 AND 1982

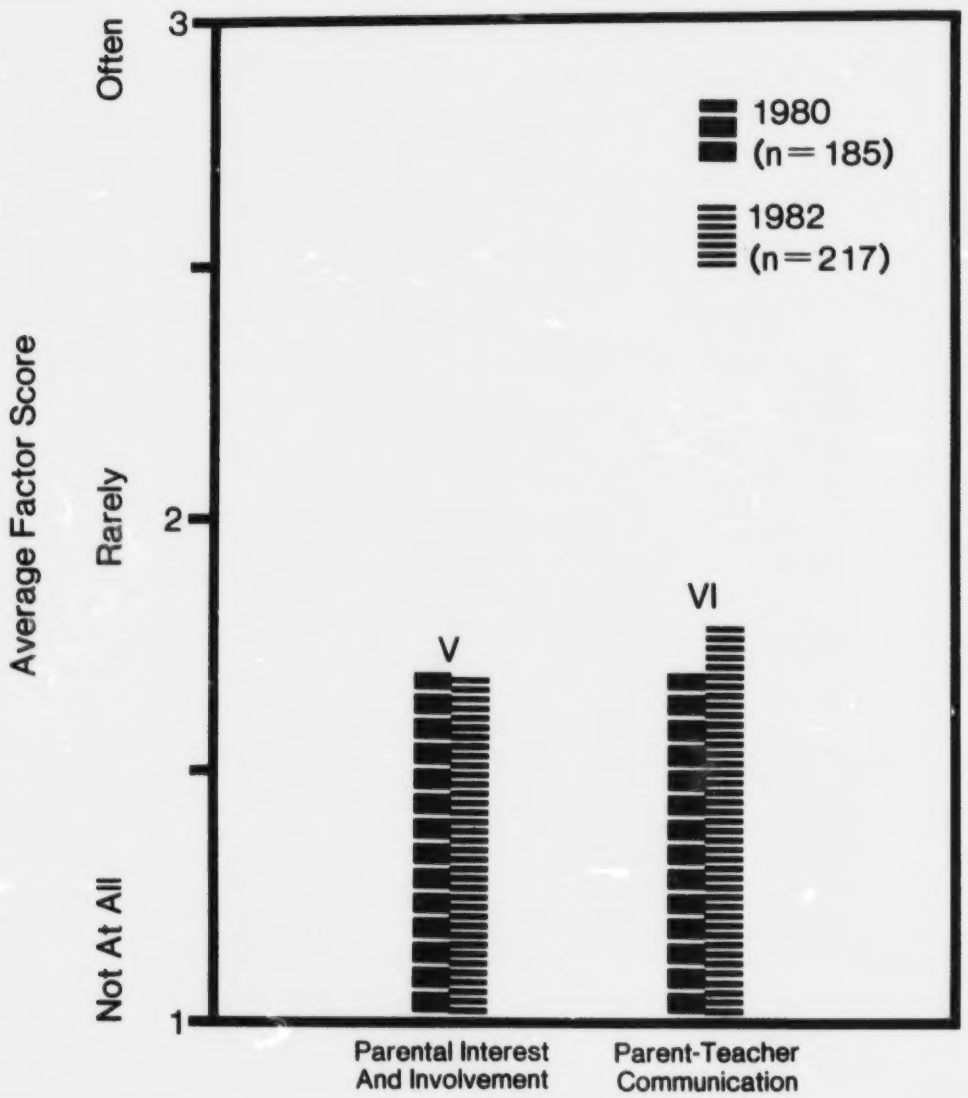


TABLE H-2

Parental Involvement and Communication Indicators:

Comparison between 1980 and 1982

Analysis of Variance

Indicator	Average Factor Score 1980	1982	T-Value	Probability	Significance
V	1.7054	1.6886	0.34	0.737	n/a
VI	1.7369	1.7519	-0.31	0.758	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

The statistically significant differences for the two sets of teacher indicators are noted as follows:

1) Teacher satisfaction indicators

   Indicator I: student attendance and punctuality

2) Parental involvement and communication indicators

   no significant differences

In summary, on only one of the six indicators is there a significant difference between the 1980 and 1982 average scores, when all-teacher comparisons are made. Teachers report, on the average, a higher level of satisfaction with student attendance and punctuality.

Comparisons between 1980 and 1982: Teachers in Remote Communities

The comparisons between the 1980 and 1982 average scores for teachers in remote communities are shown in Figures H-3 and H-4, and the findings from the analyses of variance are reported in Tables H-3 and H-4.

The statistically significant differences for the two sets of teacher indicators are noted as follows:

1) Teacher satisfaction indicators

   Indicator III: community support

2) Parental involvement and communication indicators

   no significant differences

In summary, we note only one significant difference among the six comparisons which were tested. On the "community support" indicator, the 1982 average score for teachers in remote communities is significantly lower than the 1980 average score.

FIGURE H-3

TEACHER SATISFACTION INDICES: REMOTE COMMUNITIES COMPARISON BETWEEN 1980 AND 1982

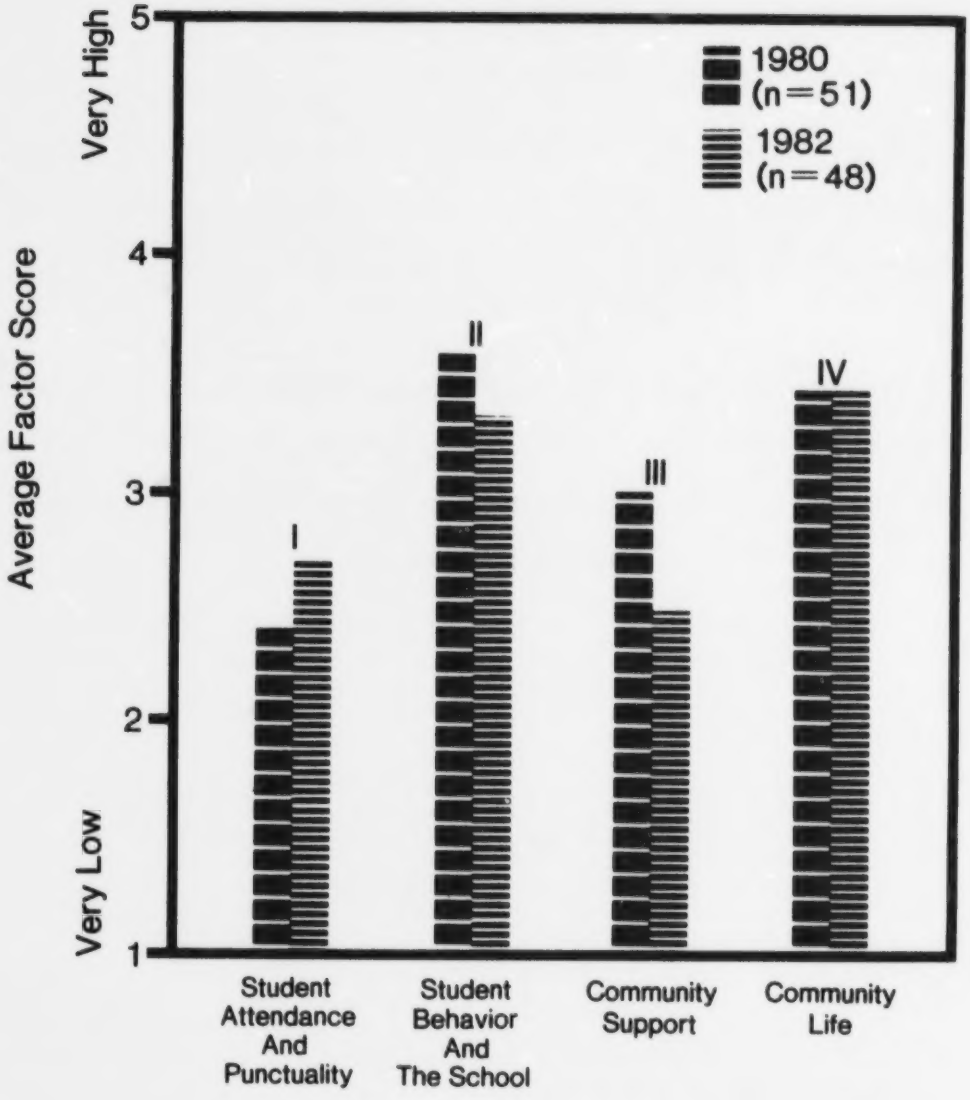


TABLE H-3

Teacher Satisfaction Indicators: Remote Communities

Comparison between 1980 and 1982

Analysis of Variance

Indicator	Average Factor Score 1980	1982	T-Value	Probability	Significance
I	2.3529	2.6979	-1.73	0.087	n/a
II	3.5784	3.3333	1.28	0.202	n/a
III	2.9706	2.5104	2.96	0.004	* *
IV	3.3922	3.4167	-0.14	0.888	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

FIGURE H-4

PARENTAL INVOLVEMENT AND COMMUNICATION INDICES: TEACHER PERCEPTIONS COMPARISON FOR REMOTE COMMUNITIES BETWEEN 1980 AND 1982

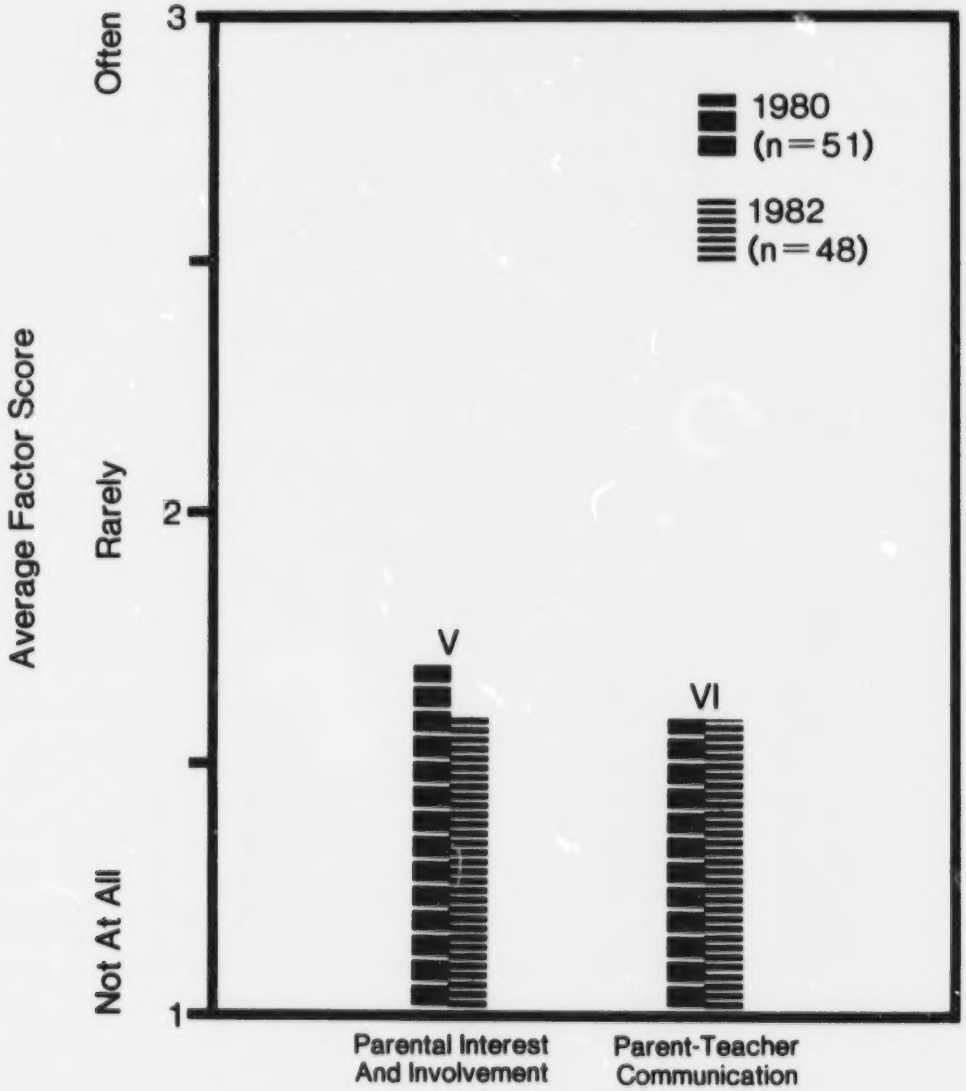


TABLE H-4

Parental Involvement and Communication Indicators:

Teacher Perceptions -- Comparison for Remote Communities between 1980 and 1982

Analysis of Variance

	Average Factor Score				
Indicator	1980	1982	T-Value	Probability	Significance
V	1.6748	1.6128	0.79	0.431	
VI	1.6275	1.6111	0.17	0.865	

* Significant beyond the .05 level

* * Significant beyond the .01 level

Comparisons between 1980 and 1982: Teachers in Non-Remote Communities

The comparisons between the 1980 and 1982 average scores for teachers in non-remote communities are shown in Figures H-5 and H-6, and the findings from the analyses of variance are reported in Tables H-5 and H-6.

The statistically significant differences for the two sets of teacher indicators are noted as follows:

1) Teacher satisfaction indicators

   Indicator I: student attendance and punctuality

   Indicator II: student behavior and the school

   Indicator III: community support

2) Parental involvement and communication indicators

   No significant differences

In summary, significant differences are noted for three of the six indicators. The 1982 average score of teachers from non-remote communities was higher than the 1980 score on the student attendance and punctuality indicator, as is the case for the all-teacher comparison noted earlier. Furthermore, it is consistent with the direction of change for teachers in remote communities on this indicator.

FIGURE H-5

TEACHER SATISFACTION INDICES: NON-REMOTE COMMUNITIES COMPARISON BETWEEN 1980 AND 1982

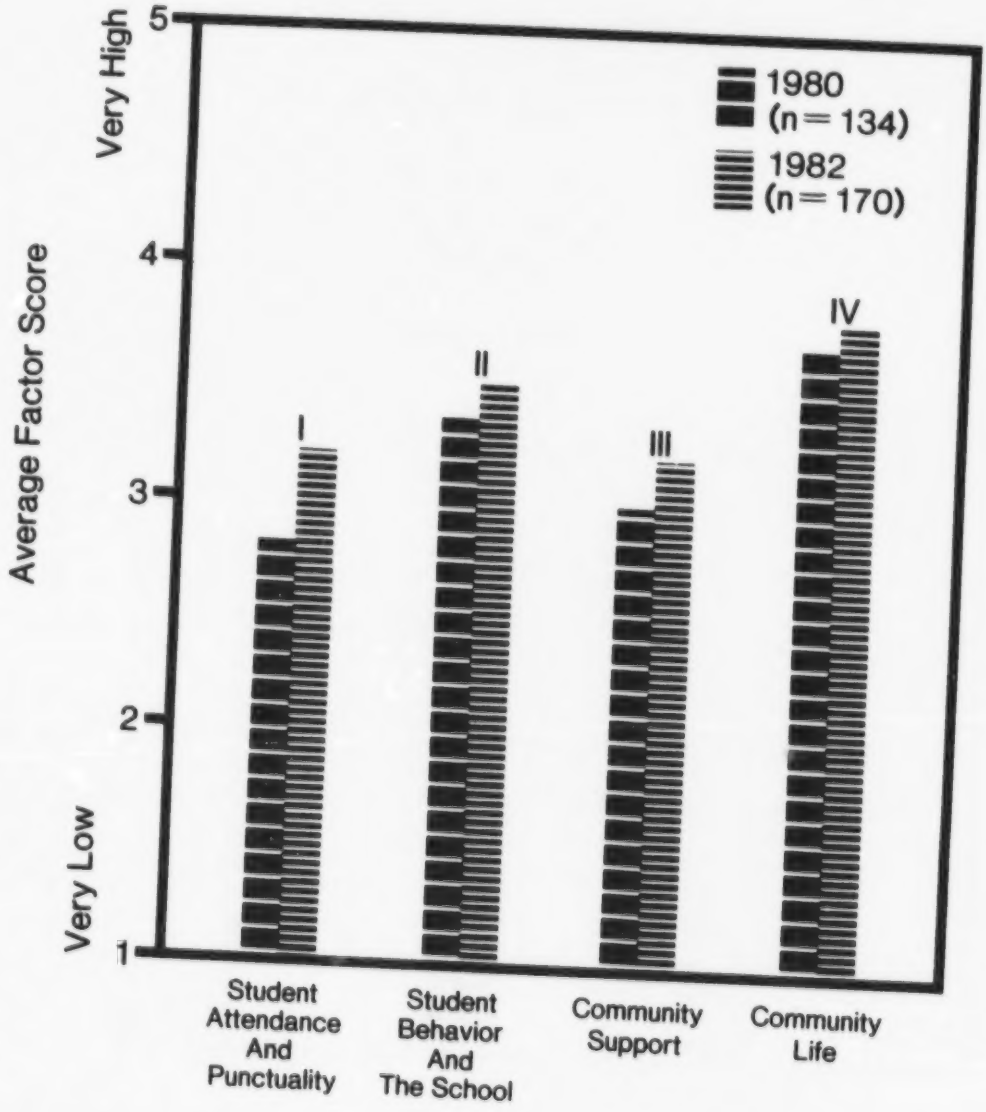


TABLE H-5

Teacher Satisfaction Indicators: Non-Remote Communities

Comparison between 1980 and 1982

Analysis of Variance

	Average Factor Score				
Indicator	1980	1982	T-Value	Probability	Significance
I	2.8358	3.2471	-3.82	0.000	* *
II	3.2649	3.4618	-2.05	0.041	*
III	2.9888	3.2324	-3.02	0.003	* *
IV	3.7052	3.8235	-1.27	0.204	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

FIGURE H-6

PARENTAL INVOLVEMENT AND COMMUNICATION INDICES: TEACHER PERCEPTIONS COMPARISON FOR NON-REMOTE COMMUNITIES BETWEEN 1980 AND 1982

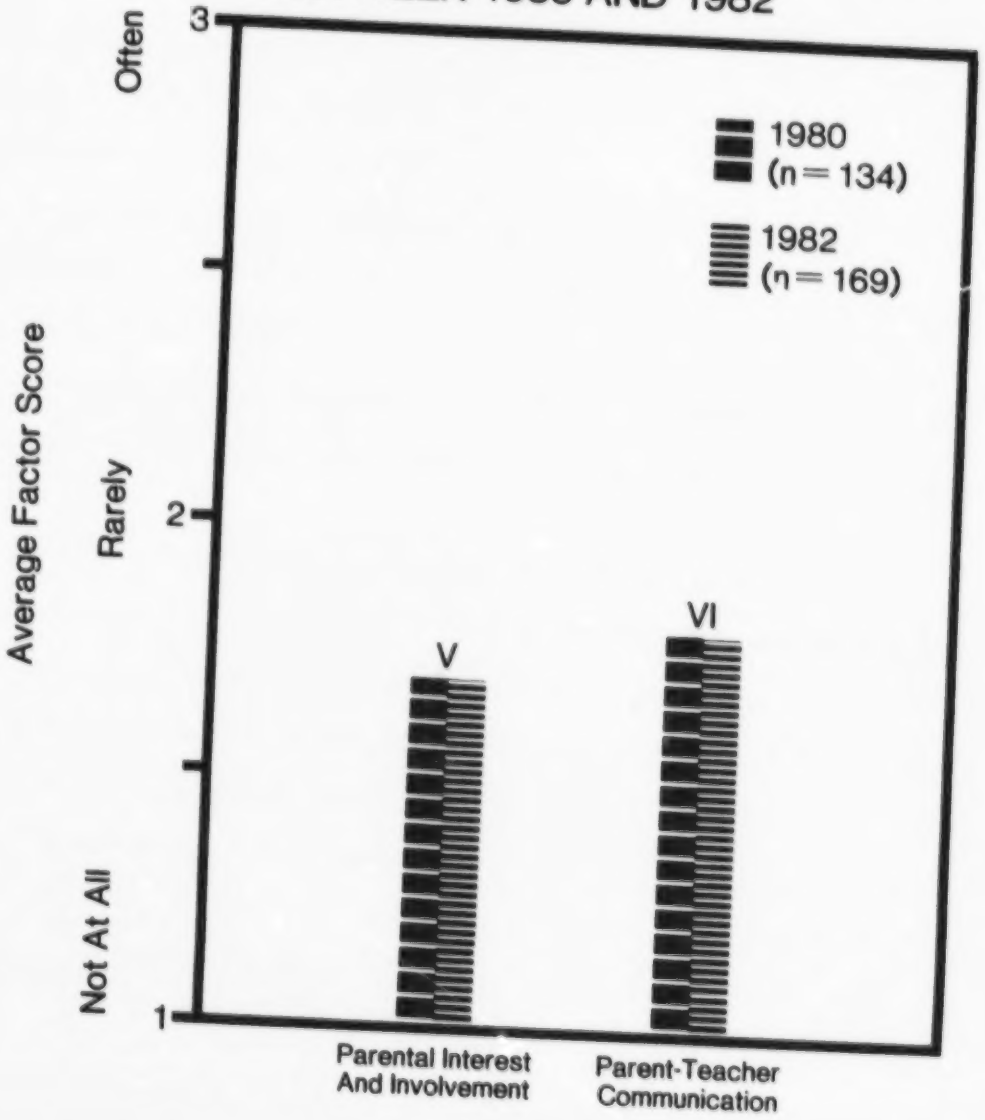


TABLE H-6

Parental Involvement and Communication Indicators:

Teacher Perceptions -- Comparison for Non-Remote Communities

between 1980 and 1982

Analysis of Variance

	Average Factor Score				
Indicator	1980	1982	T-Value	Probability	Significance
V	1.7170	1.7101	0.11	0.910	n/a
VI	1.7786	1.7919	0.24	0.812	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

For the other two indicators where significant differences were noted, a very interesting pattern of change over the two-year comparison period is apparent. Consider student behavior and the school (indicator II). For teachers in non-remote communities, the positive difference in average scores is statistically significant. But the direction of change for teachers in remote communities is in precisely the opposite direction (although not statistically significant). The net effect of these countervailing tendencies is that the all-teacher comparison shows no change.

For indicator III (community support) this countervailing phenomenon is even more dramatic. Statistically significant negative change, in the comparison for teachers in remote communities, counterbalances the statistically significant positive change for teachers in non-remote communities.

Studies Based on the Parent Data

We begin this section by comparing the 1980 and 1982 average scores on the six parent-generated indicators, using all the parent respondents. In the second and third parts, the remote/non-remote distinction is introduced; and in the fourth and fifth parts, the Native/non-Native distinction is explored.

Comparisons Between 1980 and 1982: All Parents

The all-parent comparisons between average scores reported in 1980 and 1982 are shown in Figure H-7, and the findings of the analysis of variance are reported in Table H-7. The statistically significant differences are noted as follows:

Indicator VIII: support for the school

Indicator XI: importance of local content in the school program

Indicator XII: feeling of efficacy.

In summary, for three of the six indicators there are statistically significant differences between the 1980 and 1982 average scores. In all three cases, the average scores in 1982 are higher.

FIGURE H-7

PARENTAL PERCEPTION INDICES: COMPARISON BETWEEN 1980 AND 1982

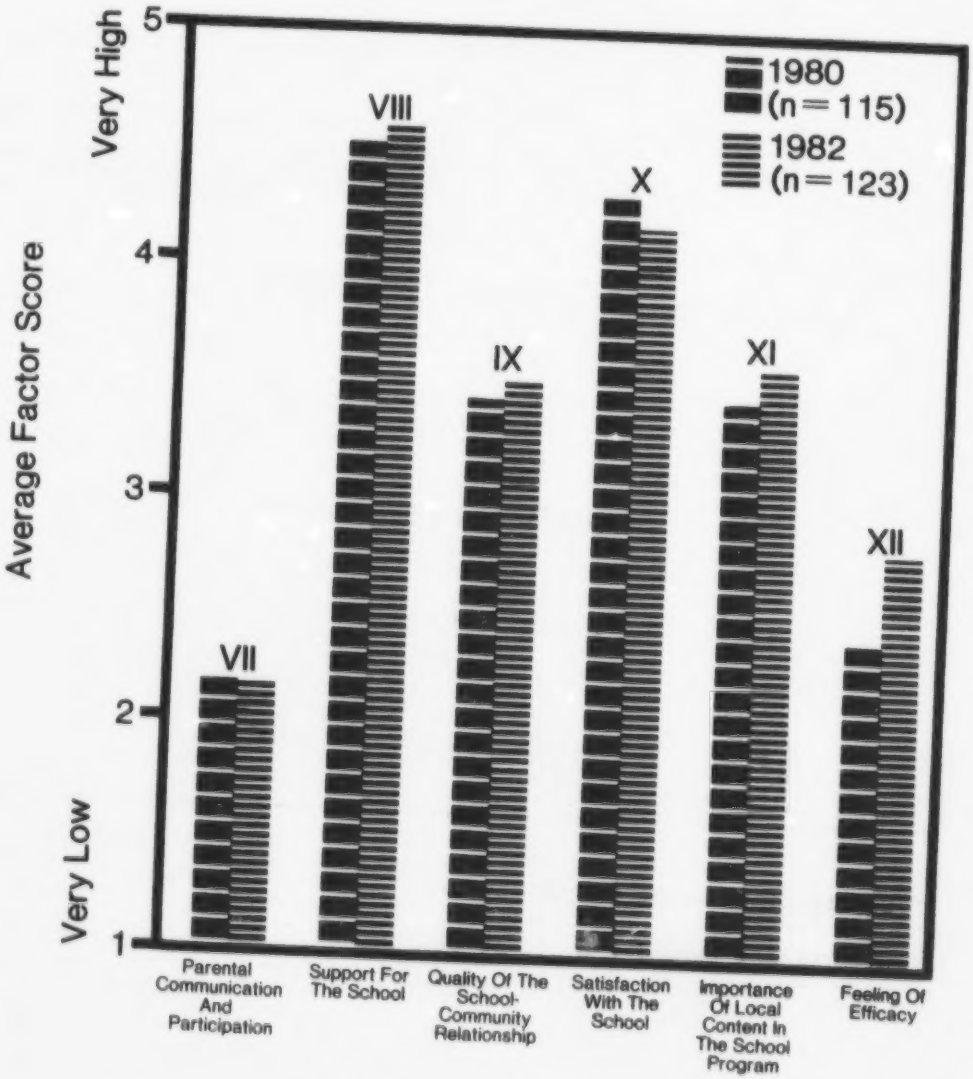


TABLE H-7

Parental Perception Indicators: Comparison between 1980 and 1982

Analysis of Variance

Indicator	Average Factor Score 1980	1982	T-Value	Probability	Significance
VII	2.2391	2.1585	0.62	0.539	n/a
VIII	4.5333	4.7127	-2.42	0.017	*
IX	3.4130	3.4797	-0.47	0.637	n/a
X	4.2870	4.1694	1.26	0.209	n/a
XI	3.1150	3.5528	-3.37	0.001	* *
XII	2.4425	2.7724	-2.05	0.042	*

* Significant beyond the .05 level

* * Significant beyond the .01 level

Comparisons between 1980 and 1982: Parents in Remote Communities

The comparisons between the 1980 and 1982 average scores, as reported by parents in remote communities, are shown in Figure H-8; and the findings of the analysis of variance are reported in Table H-8. The statistically significant differences are noted as follows:

Indicator VIII: support for the school

Indicator XI: importance of local content in the school program

These differences are similar to those noted in the all-parents data analysis, with one exception: the difference in average scores on indicator XII (feeling of efficacy) is not statistically significant when the data from parents in remote communities are analyzed.

FIGURE H-8

PARENTAL PERCEPTION INDICES: COMPARISON FOR REMOTE COMMUNITIES BETWEEN 1980 AND 1982

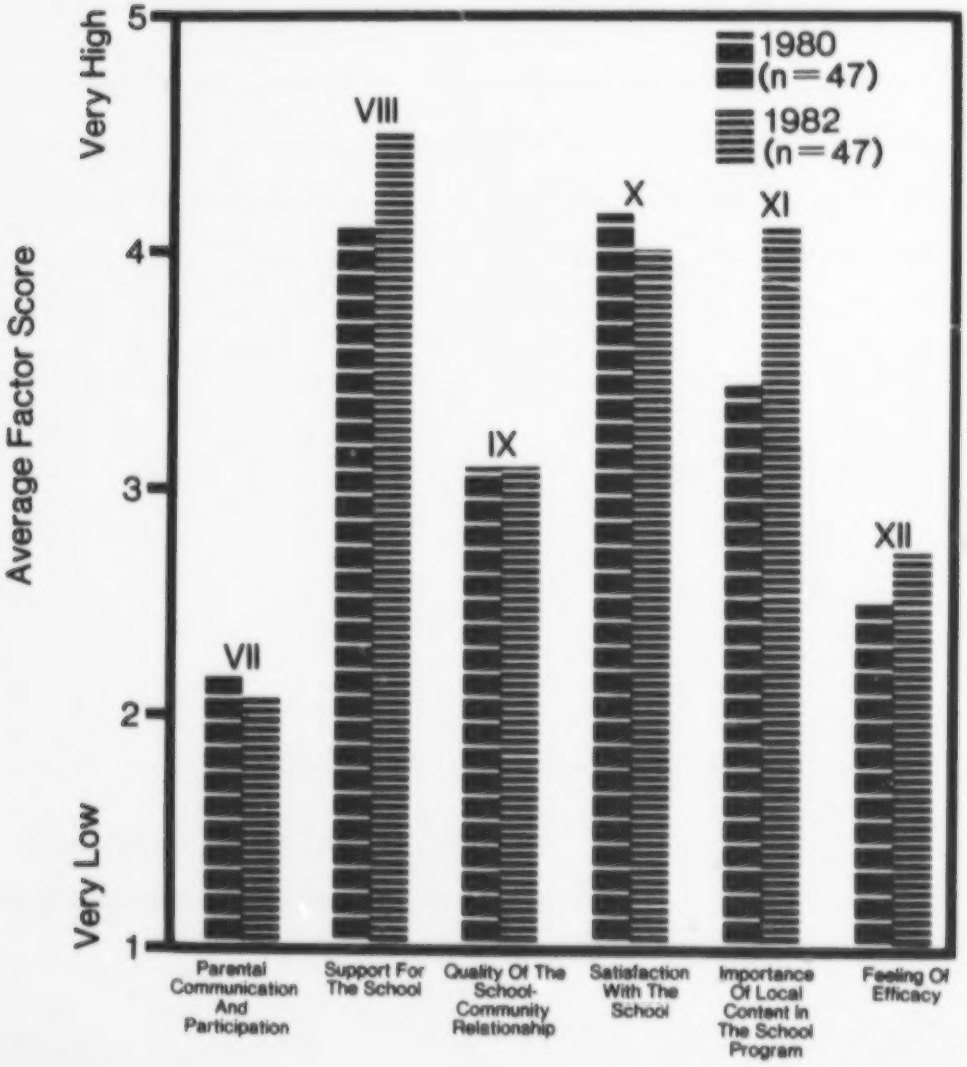


TABLE H-8

Parental Perception Indicators: Comparison for Remote Communities between 1980 and 1982

Analysis of Variance

Indicator	Average Factor Score 1980	1982	T-Value	Probability	Significance
VII	2.1809	2.1383	0.19	0.849	n/a
VIII	4.1206	4.5390	-2.92	0.005	* *
IX	2.9787	3.0319	-0.21	0.831	n/a
X	4.1560	3.9610	1.20	0.234	n/a
XI	3.3617	4.1489	-3.97	0.000	* *
XII	2.4894	2.7021	0.82	0.414	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

Comparisons between 1980 and 1982: Teachers in Non-Remote Communities

The comparisons between 1980 and 1982 average scores, as reported by parents in non-remote communities, are shown in Figure H-9; and the findings of the analysis of variance are reported in Table H-9.

The single statistically significant difference is noted as follows:

Indicator XII: feeling of efficacy

In summary, on only one of the six indicators is there a statistically significant difference. The distinction between remote and non-remote communities in the data analysis enables the reader to conclude the following: the data reported by parents living in remote communities are the primary contributor to the significant differences noted for the all-parent data on indicators VIII and XI. On the other hand, the data reported by parents living in non-remote communities account for the difference noted on indicator XII. It seems that the Education North project does act on the two types of communities in different ways.

FIGURE H-9

PARENTAL PERCEPTION INDICES: COMPARISON FOR NON-REMOTE COMMUNITIES BETWEEN 1980 AND 1982

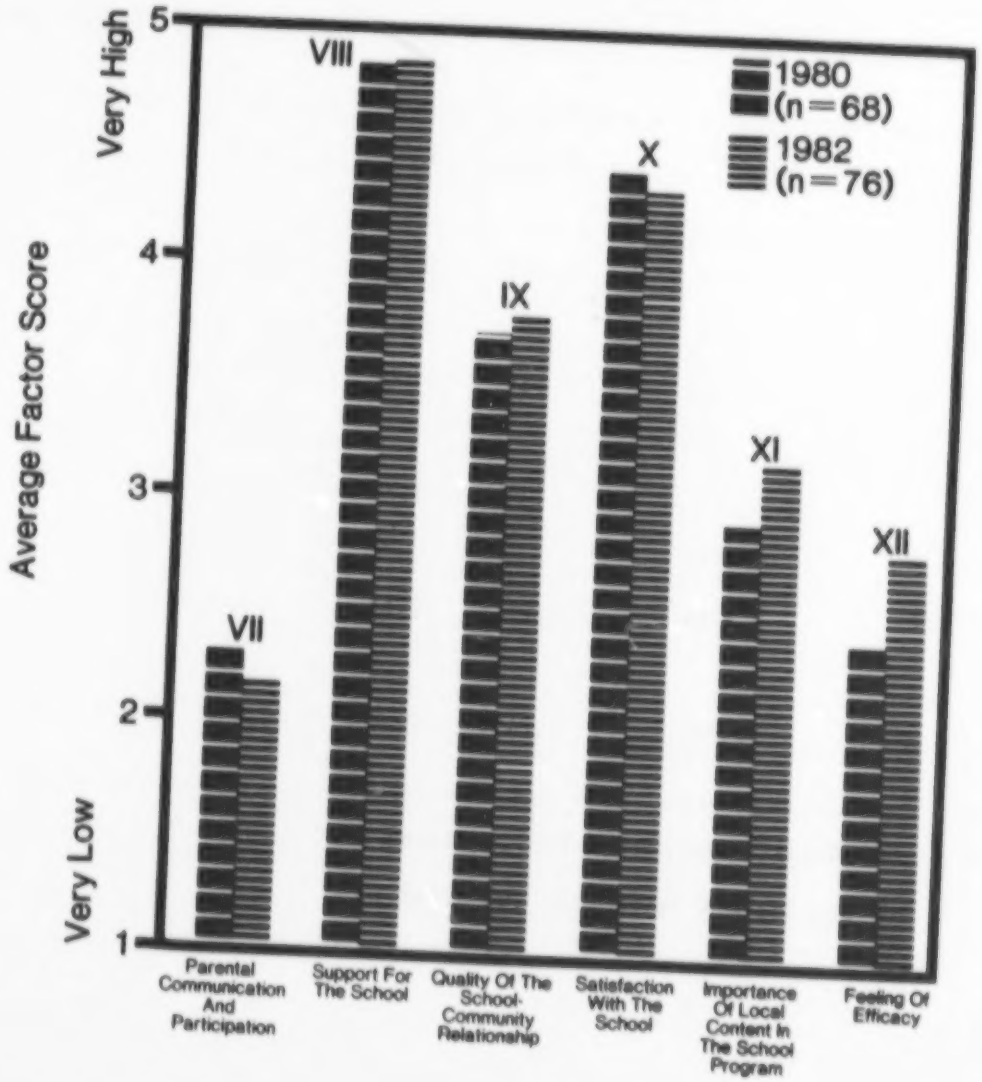


TABLE H-9

Parental Perception Indicators: Comparison for Non-Remote Communities between 1980 and 1982

Analysis of Variance

	Average Factor Score				
Indicator	1980	1982	T-Value	Probability	Significance
VII	2.2794	2.1711	0.67	0.503	n/a
VIII	4.8186	4.8202	-0.03	0.977	n/a
IX	3.7132	3.7566	-0.29	0.773	n/a
X	4.3775	4.2982	0.73	0.468	n/a
XI	2.9394	3.1842	-1.61	0.110	n/a
XII	2.4091	2.8158	-1.97	0.050	*

* Significant beyond the .05 level

* * Significant beyond the .01 level

Comparisons between 1980 and 1982: Native Parents

The comparisons between the 1980 and 1982 average scores, as reported by Native parents, are shown in Figure H-10; and the findings of the analysis of variance are reported in Table H-10.

The single statistically significant difference is noted as follows:

Indicator XI: importance of local content in the school program.

Only one of the six indicators shows a statistically significant difference in the comparison of average scores reported in 1980 and 1982 by Native parents. A higher average score for the importance of local content in the school program is reported in 1982.

FIGURE H-10

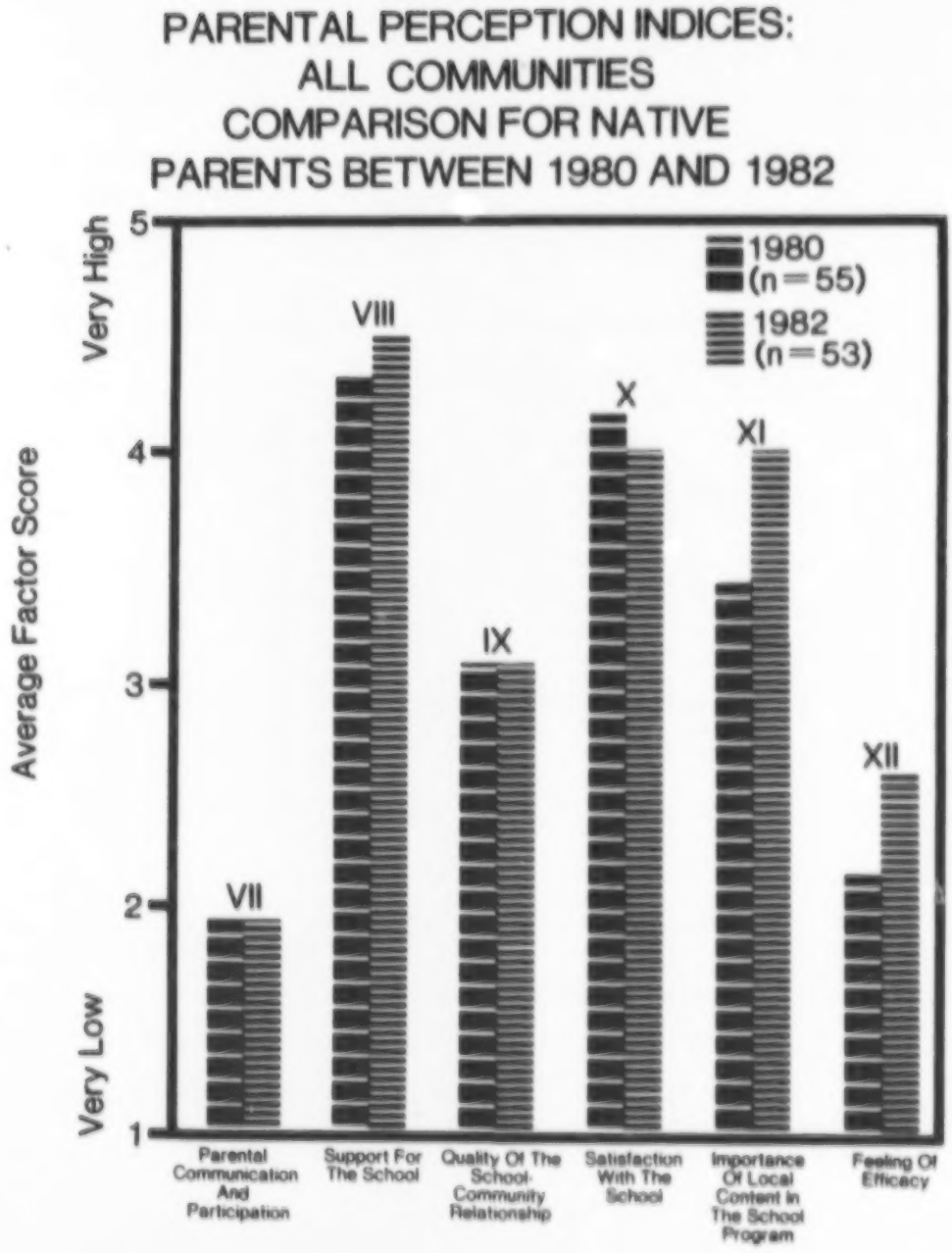

PARENTAL PERCEPTION INDICES:
ALL COMMUNITIES
COMPARISON FOR NATIVE
PARENTS BETWEEN 1980 AND 1982
Average Factor Score
Very High
Very Low
5
4
3
2
1
1980 (n=55)
1982 (n=53)
VII
VIII
IX
X
XI
XII
Parental Communication And Participation
Support For The School
Quality Of The School-Community Relationship
Satisfaction With The School
Importance Of Local Content In The School Program
Feeling Of Efficacy

TABLE H-10

Parental Perception Indicators: All Communities

Comparison for Native Parents between 1980 and 1982

Analysis of Variance

Indicator	Average Factor Score 1980	1982	T-Value	Probability	Significance
VII	1.8909	1.8585	0.18	0.855	n/a
VIII	4.2606	4.5157	-1.91	0.059	n/a
IX	3.1455	3.1132	0.14	0.890	n/a
X	4.2424	3.9969	1.59	0.115	n/a
XI	3.3704	3.9811	-3.28	0.001	* *
XII	2.1667	2.5849	-1.86	0.066	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

Comparisons between 1980 and 1982: Non-Native Parents

The comparisons between the 1980 and 1982 average scores, as reported by non-Native parents, are shown in Figure H-11; and the findings of the analysis of variance are reported in Table H-11.

The single statistically signifcant difference is noted as follows:

Indicator XI: importance of local content in the school program

In summary, the profile for non-Native parents is very similar to the Native profile; only one statistically significant difference emerges from the data, pertaining to local content in the school program, the same indicator noted in the analysis of the Native data.

FIGURE H-11

PARENTAL PERCEPTION INDICES: ALL COMMUNITIES COMPARISON FOR NON-NATIVE PARENTS BETWEEN 1980 AND 1982

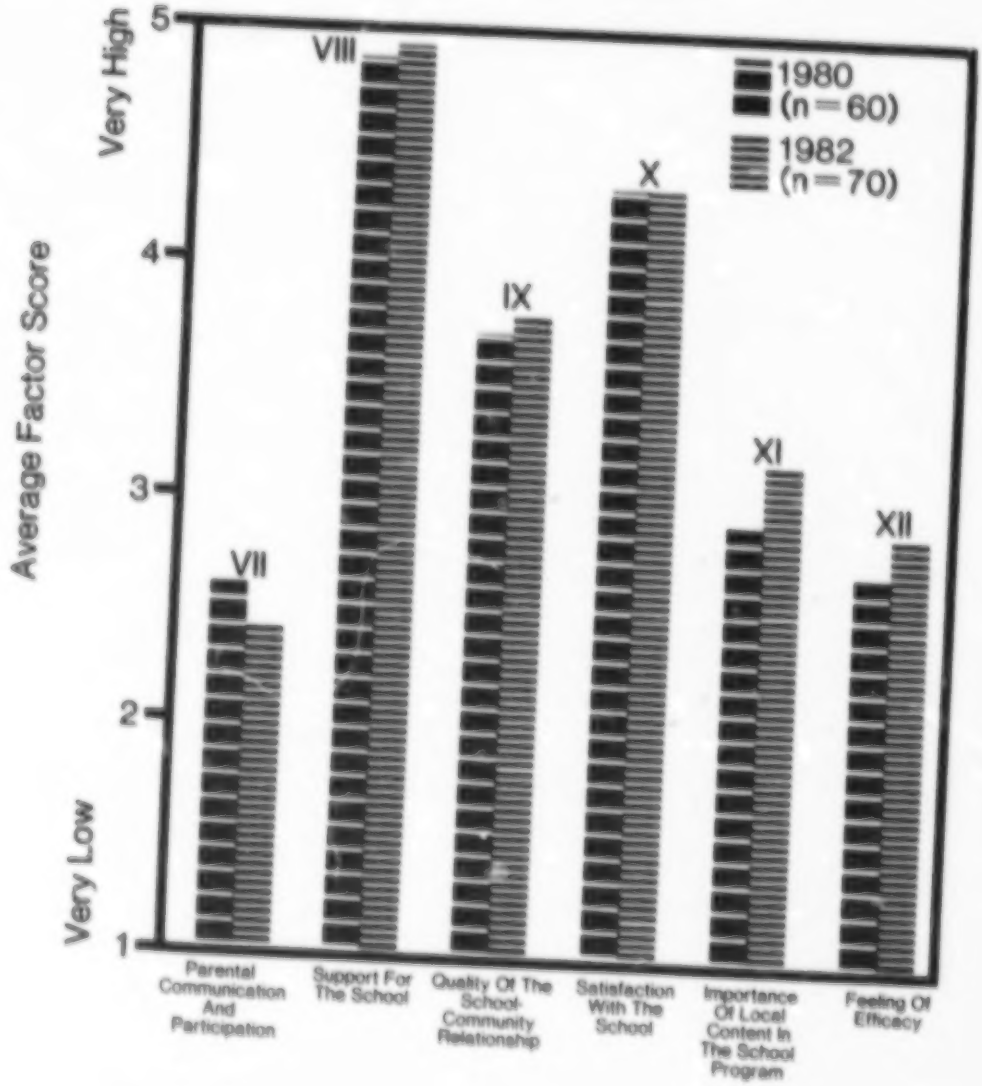


TABLE H-11

Parental Perception Indicators: Comparison for Non-Native Parents between 1980 and 1982

Analysis of Variance

Indicator	Average Factor Score 1980	1982	T-Value	Probability	Significance
VII	2.5583	2.3857	0.97	0.331	n/a
VIII	4.7833	4.8619	-1.44	0.152	n/a
IX	3.6583	3.7571	-0.63	0.532	n/a
X	4.3278	4.3000	0.25	0.802	n/a
XI	2.8814	3.2286	-2.13	0.035	*
XII	2.6949	2.9143	-0.98	0.329	n/a

* Significant beyond the .05 level

* * Significant beyond the .01 level

APPENDIX I

List of Persons Interviewed

(1979-1982)

EDUCATION NORTH EVALUATION PROJECT

List of Persons Interviewed

(1979-1982)

1. Provincial Interviewees

Bud Bewell, Minister's Advisory Committee
Janice Dean, Assistant Coordinator, Education North
Lloyd Deutscher, Minister's Advisory Committee
Bill Duke, former Director, Planning and Research, Alberta Education
Fred Dumont, first Coordinator of Education North
Dan Ewasiuk, member of the Northland Study Group
Mel Fenske, Director, Planning and Research, Alberta Education
Lorna Ferguson, Minister's Advisory Committee
Murray Finnerty, Northern Development Branch
Ron Harrison, Minister's Advisory Committee
Roger Jackson, Northern Development Branch
Dora Koop, Minister's Advisory Committee
Merv Kowalchuk, Minister's Advisory Committee
Ray LaFleur, Chairman, Evaluation Steering Committee
Ike Lawrence, Minister's Advisory Committee
Cal Lee, former member of the Minister's Advisory Committee
Clarence Rhodes, Planning and Research, Alberta Education
Rollie Seville, former member of the Minister's Advisory Committee
John Shannon, Northern Development Branch
Harry Sherk, Chairman, Minister's Advisory Committee
Rick Sloan, Northern Development Branch
Morris Treasure, Planning and Research, Alberta Education
Leona Willier, Minister's Advisory Committee
John Wodak, Minister's Advisory Committee
Dave Young, Coordinator, Education North

2. School Superintendents

René Anctil, High Prairie School Division (1979-81)
Norm Blaskovits, Fort Vermilion Separate School District
Ed Holt, Fort Vermilion School Division (1979-81)
Jon Ord, Assistant Superintendent, High Prairie School Division
Dan Stetsko, Northland School Division (1980-82)
Don Weaver, Northland School Division (1979-80)
Ted West, Fort Vermilion School Division (1981-82)

3. School Principals

(a) Fort Vermilion School Division:

Lou Brosha, Assistant Principal, Fort Vermilion Public School
Wilfred Dalton, Fort Vermilion Public School (1979-81)

(b) Fort Vermilion Separate School District:

Paul McKenna, St. Mary's School, Fort Vermilion (1980-82)
Al Van Oers, St. Mary's School, Fort Vermilion (1979-80)

(c) High Prairie School Division:

Kay Abbott, Assistant Principal,
C. J. Schurter Elementary School, Slave Lake
Lorelli Barbutza, C. J. Schurter Elementary School, Slave Lake
Barry Stangeland, Roland Michener High School, Slave Lake
Allan Wahlstrom, Assistant Principal
E. G. Wahlstrom School, Slave Lake
Dennis Woodard, E. G. Wahlstrom School, Slave Lake

(d) Lac La Biche School Division:

Randy Clarke, Central Elementary School, Lac La Biche
Archie Girard, Plamondon School
Selwyn Jacobs, Rich Lake School
Peter Kirylchuk, J. A. Williams High School, Lac La Biche
Scott McCullough, Wandering River School
Ron Moore, Dr. Swift Junior High School, Lac La Biche
Paul Mulyk, Vera Welsh Elementary School, Lac La Biche

(e) Northland School Division:

Dominic Collins, John D'Or School (1979-81)
Les Hansen, Mistassiniy School, Desmarais (1979-81)
Martin Istody, John D'Or School (1981-82)
Colin Kelly, Fox Lake School (1979-81)
Ken Klein, Garden River School (1979-81)
Gerald Lafrenière, Atikameg School (1981-82)
Zoltan Maté, Fox Lake School (1981-82)
Lloyd Muir, Atikameg School (1979-80)
Dick Roberts, St. Theresa School, Wabasca
Dan Sharon, Fort Chipewyan School
Jack Sullivan, Atikameg School (1980-81)
Fred Verwijk, Garden River School (1981-82)

4. Local Society Leaders

(a) Atikameg:

Pearl Auger
Stan Dodman, President (1979-80)
Mabel Grey, President (1980-82)
Russell Grey
Annagret Klein
Dermod Madden
Irene Nahachick
George Rideout
Evelyn Thunder
Marina Thunder
Pat Yellowknee, Coordinator

(b) Fort Chipewyan:

Sister Brady
Maureen Clarke, President
Lorraine Courteoreille
Lloyd Guilbault
Marie Houle

(b) Fort Chipewyan (continued)

Robina Polet

Tony Punko, Treasurer

John Rigney

Grace Thacker

Helen Ulep

Gary Westhora

(c) Fort Vermilion:

Marc Beland

Gwen Carmichael, Coordinator (1979-80)

Gerri Fletcher, President (1980-82)

Dave Hopley

Ida McLean, Coordinator (1980-81)

Barb Mercredi

Mavis Ward, Coordinator (1981-82)

(d) Lac La Biche:

Helen Belcher, Plamondon

Emilie Chevigny, Plamondon

Mary Coli

Christine Contant, Plamondon

Phil Coutney, Coordinator

Delphine Erasmus, Kikino

Bernie Giacobbo

Harry Hope, Kikino

Vivian Leach, Wandering River

Sandy Legare, Wandering River

Dorothy Lloyd, Plamondon

Horace Patenaude, Caslan

Theresa Patenaude, Caslan

Marvin Piochan, Caslan

Carol Plamondon, Plamondon

Emily St. Jean, Wandering River

(d) Lac La Biche (continued)

Marge Shelast, Caslan

Rick Sloan, President (1979-80)

Helen Smith, Wandering River

Denise Wayne, Rich Lake

Glen Zacharuk, President (1980-82)

(e) Little Red River:

Henry Grandjambe, President (1981-82)

Leona Ladouceur

Georgina Loonskin

Jay Mills

John Nanooch

Velma Sewapagaham

Ian Sewall, Coordinator

Steve Walker, President (1980-81)

(f) Slave Lake:

Lynn Bird

Juanita Dunford

Denise Duprés, President (1981-82)

Bob Harrold, Coordinator (1979-81)

Roland Lang, President (1982-83)

Vivian McCoy

Madge McRee, President (1980-81)

Mary Rice, Coordinator (1981-82)

(g) Wabasca-Desmarais:

Terry Lusty, President (1980-81)

Cecile Young, Coordinator (1980-81)

Jim Sharpe